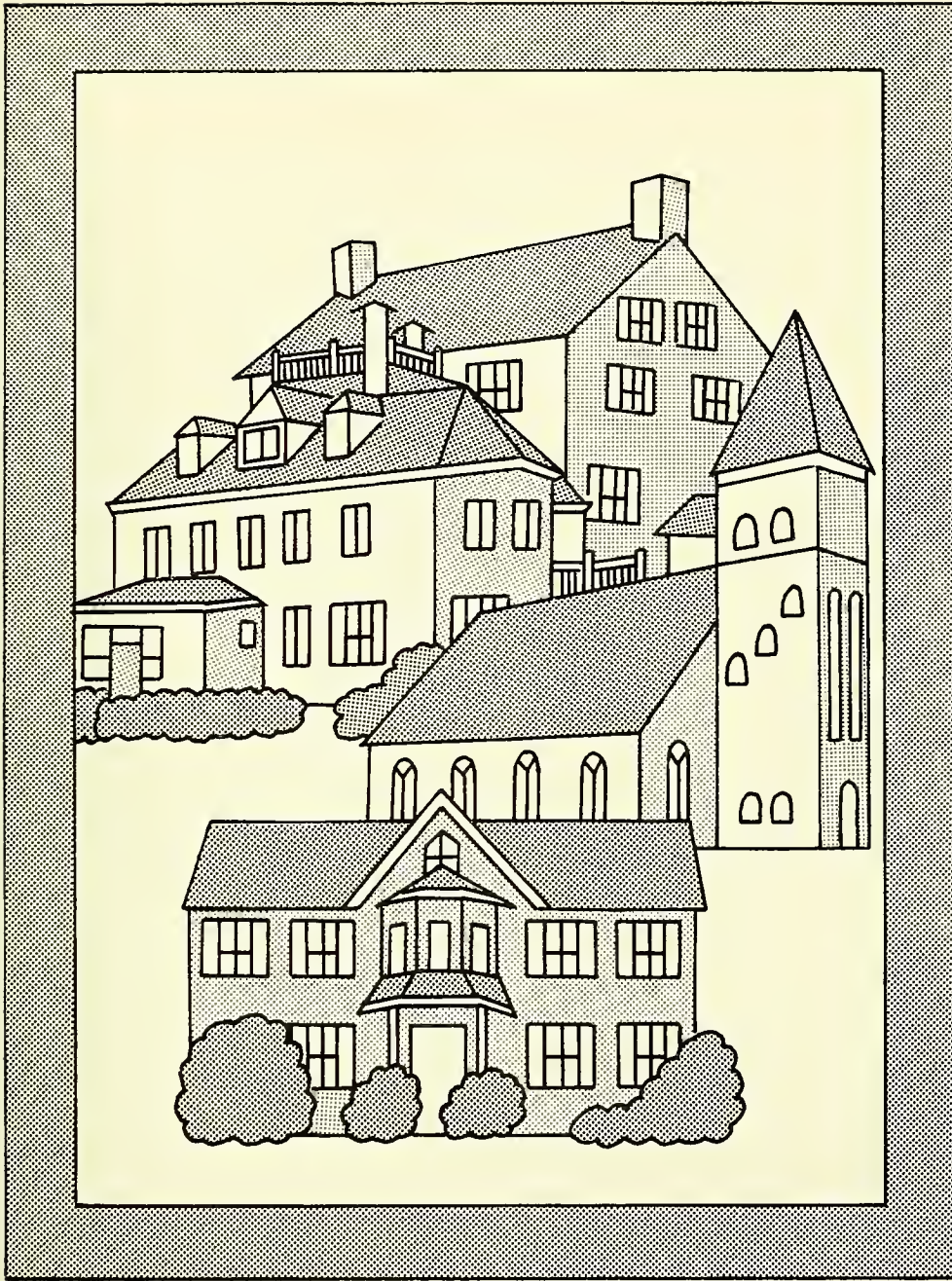
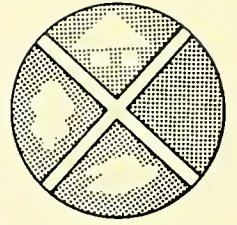


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The Potential Role of Urban Places in Maryland

A Report to the Maryland Department of State Planning



analysis series January 1977
Generalized Land Use Plan

*Maryland. State Planning Dept.
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Publication.*

**A Report to the Maryland
Department of State Planning**

The Potential Role of Urban Places in Maryland

- I. Introduction and Summary**
- II. Maryland Urban Places Policy:
An Outline and Rationale**
- III. The Potential Role of Baltimore
In the General Plan: A Special
Working Paper In the Maryland
Urban Places Study**
- IV. The Potential Role of Urban
Places in Maryland:
Technical Analysis**

**Generalized Land Use Plan
Analysis Series
January 1977**

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Preface

The study of the Potential Role of Urban Places in Maryland was undertaken by Gladstone Associates at the Request of the Department. It should be noted that by publication of this document the Department does not indicate its endorsement of any specific finding or proposal.

This work was undertaken to develop broad technical background for use in the preparation of the Generalized State Land Use Plan and the Alternatives that will precede it. The study was designed to consider all urban places within the State, including those of a rural nature. In fact, the study took great efforts to consider each urban place relative to its specific characteristics and functions.

The material is printed as delivered by the consultants. Specific recommendations drawn from these reports will be incorporated into the Plan documents prepared by the Department.

Maryland. State Planning Dept.
...
Publication.

THE POTENTIAL ROLE
OF URBAN PLACES IN MARYLAND

A study of (1) the characteristics of Maryland's existing urban places, (2) the potentials of these places to fulfill the goals of the State General Plan and (3) the need for an urban places policy in the Plan.

INTRODUCTION AND SUMMARY

Prepared For

THE MARYLAND DEPARTMENT OF STATE PLANNING

January, 1975

TITLE: THE POTENTIAL ROLE OF URBAN PLACES
IN MARYLAND: A study of (1) the
characteristics of Maryland's exist-
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need for an urban places policy in
the Plan. INTRODUCTION AND SUMMARY

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ABSTRACT

This short report is an introduction to and summary of a study of the role of Maryland urban places in fulfilling the goals of the State General Plan, now in preparation. The scope, process and findings of the detailed technical analysis of Maryland's urban places are set forth in this summary and introduction. In addition, the purpose, organization and conclusions of the technical study are reviewed to facilitate the use and interpretation of it.

INTRODUCTION AND SUMMARY

This paper summarizes a detailed study of the potential role of existing urban places in the Maryland State General Plan. The study was performed by Gladstone Associates for the Maryland Department of State Planning throughout 1974 and early 1975.

The State of Maryland is preparing a General Plan for the use of land and related resources in the future, to achieve important State goals and objectives. As part of the effort to develop a sound General Plan, the Department of State Planning has commissioned a number of studies, of which the study summarized here is one. The purpose of the study is to determine the potential role which existing urban places can assume in the General Plan.

Focus of the Study

The General Plan is to be a major policy instrument of the State of Maryland. Its purpose is to identify existing land uses and related conditions throughout the State, articulate goals for the beneficial future use of State resources -- physical, social, economic and natural -- and suggest guidelines, policies and programs to achieve these goals. The Plan contains two primary policy orientations; (1) conservation and (2) development of land resources.

This study is concerned with the "development" orientation of the General Plan: the role which urban places will and might play as the location of future growth. The rationale for considering existing urban places as a primary location for future State growth is that such places appear

to offer a high potential for attaining many of the most important objectives of the General Plan. Alternatives to urban places as the locus of growth might be "sprawl" beyond the existing or logical future boundaries of urban places, new towns, etc. The extent to which these alternatives need to be relied upon to accommodate growth is a function of the capacity and suitability of the State's existing places to absorb growth -- the focus of this study.

To achieve its purpose, the study deals with three specific issues: (1) the characteristics of Maryland's existing urban places, (2) the potentials of these places to fulfill the goals of the State General Plan and (3) the need for a policy for urban places in the General Plan.

The Role of Urban Places

The potential role of urban places in the State General Plan is seen as particularly important in three respects:

1. More Efficient Utilization of Existing Resources. Urban places in Maryland represent a substantial public and private investment -- not to mention significant social and institutional investment as well. In many instances, this historic investment is capable of much greater utilization. Full use of the excess of capacity, where it exists, is a far more efficient and less costly method of accommodating the State's growth and future development than would be the creation of even more capacity through uncontrolled sprawl into undeveloped areas.
2. Serving Human Needs. Most of Maryland's residents -- 76.6 percent of the 3,922,399 total State population -- live in urban places. An explicit goal of the State planning effort is to benefit all of the State's citizens. The State's policy and land use plans with respect to urban places therefore hold particular potential for achieving social objectives and serving human needs across the State.

3. Conserving Critical Resources. Urbanization annually consumes huge quantities of State land (an estimated 197,000 acres annually during the period of 1960-1970), resources and investment -- often wastefully. Existing urban areas represent an opportunity for channeling and directing future growth in a less wasteful manner. The wise development of the State's urban areas is also a tool for the conservation of other highly valued resources. Paradoxically, therefore, an urban policy is one important means of addressing the conservation-oriented objectives of the General Plan.

SUMMARY OF FINDINGS AND CONCLUSIONS

The technical report summarized here contains many detailed findings and conclusions concerning the role of Maryland's urban places in fulfilling State goals. A few of the most important of these are highlighted below.

1. Urban Places Now Play a Very Significant Role in Maryland

- Maryland has some 255 "urban places". In 1970, these contained approximately 76 percent of the State's population.
- Approximately 56 percent of the urban places are situated in the Baltimore and suburban Washington regions. The remainder of the urban places are evenly distributed among five other regions of the State. The smallest region of the State (Frederick) contains only eight places.
- Slightly more than one-half of the urban places in the State had a population of less than 2,500 persons in 1970. Above the 2,500 population level, 17 places fell in the 2,500-5,000 range, 44 places in the 5,000-10,000 range, 37 places in the 10,000-25,000 range, and 14 places in the 25,000-50,000 range. Only six places had a population above 50,000.
- Urban places, in their role as the major population centers of the State, possess a number of characteristics which are important to State planning efforts.

The study classifies these important characteristics of urban places into a system which accounts for differences among places according to: (1) age, (2) size, (3) historic growth rate, and (4) economic function.

- A basic determinate to the present and potential role of an urban place is location. For example, urban places in the Baltimore and Washington regions are likely to continue to be the focus of development pressures as 83 percent of the population and 85 percent of the employment in the State are in these two regions.
- The classification system of an urban places and the location -- when viewed together -- are an indicator of the particular role of each urban place in the State. Therefore, they form a baseline in the study for analyzing the potential role of urban places in the State.

2. Some Urban Places Have Good Potential for Additional Growth and Development; Others Do Not

- Of 235 places analyzed, only 88 were found to have "high" or "medium" long-term potential for accommodating significant new growth (in relation to their existing size). The remaining 149 places may grow somewhat, but cannot serve as a major vehicle for accommodating new development.
- Fifty-seven of the places with "high or "medium" growth potential are in the Washington-Baltimore region.
- The technical study cross-tabulates 235 Maryland places of "high", "medium" or "low" growth potential by the following additional characteristics:
 - Economic Function
 - Age
 - Size
 - Existing Development Constraints
- These facts, as detailed in the technical study, are key inputs to the State planning process and will be particularly relevant to the preparation of a specific urban policy for the State of Maryland.

3. Nearly All Urban Places in Maryland Fall Short of Planning Objectives for "Habitation Quality" in Some Important Respect

- The technical study rated all urban places according to their "habitation quality", defined in the study as a composite of such factors as:
 - Employment Opportunities
 - Housing Availability and Quality
 - Public Services and Facilities
 - Environmental Character
- Slightly less than 50 percent of all Maryland places analyzed received a "high" quality rating; even these were found to have urgent urban agendas.
- Thus, an urban places policy needs to address not only the accommodation of growth, but important quality-of-life considerations as well.

4. Within the State General Land Use Plan, a Policy for Urban Places is Needed, and Would Constitute a Valuable Tool for Achieving State Objectives

- Many urban places do have the capacity -- in land and infrastructure -- to receive much new growth. Policies are needed to encourage this growth to occur within existing or logical future boundaries of such places -- rather than in a competing and sprawling fashion.
- Many urban places do not have the capacity to receive significant additional development, due to land shortage and other factors. Policies should be formulated either (1) to create growth capacities in these places if they are appropriately located and otherwise suitable for a "growth role" or (2) to stabilize the existing community at an acceptable habitation level.
- Regions whose urban places do not have adequate potential to accommodate likely future growth may be candidates for the creation of entirely new communities.

ORGANIZATION AND SCOPE OF THE STUDY

The full technical study, summarized here, is in eight sections as follows:

- Section I: Statement of Purpose, Definition of Terms and Methodological Considerations
- Section II: General Plan Objectives
- Section III: Classification System
- Section IV: Framework for Analyzing Urban Places
- Section V: Causes and Dynamics of Urbanization
- Section VI: Analysis of Maryland's Urban Places
- Section VII: Analysis of State and Federal Programs Affecting Urban Places
- Section VIII: Gaps and Deficiencies in Existing State and Federal Programs

A MARYLAND URBAN PLACES POLICY
AN OUTLINE AND RATIONALE

Prepared For:

THE MARYLAND DEPARTMENT OF STATE PLANNING

August 20, 1975

A MARYLAND URBAN PLACES POLICY
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INTRODUCTION AND SUMMARY

An urban places policy has the potential to assume many shapes. The purpose of this outline is to broadly shape an urban places policy for the State of Maryland which responds to the present characteristics of urban places throughout the state as well as state objectives for urban places. Based on our previous research and analysis of the potential role urban places in Maryland could assume in the forthcoming General Plan, this outline sets forth the building blocks for a Maryland urban places policy to assist in attaining the broad land use objectives expected to be reflected in the General Plan. The policy outlined here concentrates on the shape of an urban places policy in terms of state activities -- specific policy setting, organization and administration, funding, programs, etc. Policies relative to local units of government and the private sector are only expressed in terms of their relationship to state activities.

The outline of a Maryland urban places policy, following, is the culmination of an extended study of the potential role of urban places in the General Plan. The outline incorporates two key factors. First, it reflects our interpretation of broad objectives of the forthcoming General Plan related to the conservation of some land resources versus the development of others in the state. Second, the findings and conclusions of previous studies, principally in the Technical Analysis of Urban Places, provide the foundation from which a policy is outlined. In addition to the study of urban places, a separate study prepared for the Department

of State Planning, Real Estate Development and State Land Use Policy, has been utilized as a reference guide for implementation techniques. Because the policy analysis grows out of previous studies, no new research has been undertaken during the course of the analysis.

The outline of a Maryland urban places policy flows from our previous conclusion that urban places in Maryland have a potential to fulfill state land use objectives which are expected to be contained in the General Plan. More specifically, our previous study, the Technical Analysis of Urban Places, indicates urban places in Maryland offer a potential vehicle to accomplish many land use objectives of the General Plan. The objectives of the General Plan -- according to our extensive discussions with staff of the Department of State Planning -- are to be oriented to actively conserving undeveloped land in the state and simultaneously revitalizing existing development land resources in the form of urban places.

In summary, the principal features of a Maryland urban places are as follows:

- While there is no model or experience on which to base a Maryland urban places policy, three basic building blocks can be identified as important to such a policy. These are (1) the focus of the policy, (2) the policy structure -- how the policy is organized to attain desired objectives and (3) the techniques or tools to implement the policy.
- An appropriate focus for a Maryland urban places policy -- in the context of the General Plan -- would be threefold. The first would be to consciously direct future growth and development to urban places which have a potential to absorb additional capacity. The second would be to improve the habitation quality of all urban places. The third would be for the state to treat Baltimore City as a special state urban resource in which to concentrate growth and development as well as habitation improvement efforts.

- To organize a structure or framework for implementing an urban places policy, a possible approach is to vest responsibility with the state for facilitating and guiding growth and development or habitation improvements at the local level. In overall terms, the state would set the policy direction and provide the basic measures -- laws, programs, funding -- to assist local governments in undertaking activities in support of the urban places policies.
- To organize the state level role and responsibilities in implementing an urban places policy, an urban places decision framework could be adapted to the existing process and structure of state government. This approach would place an urban places orientation to state decision-making by formulating an annual urban places program which would be reviewed and approved by the Governor and General Assembly and then fitted to agencies and departments with programs and activities that can influence the growth and development in urban places as well as the habitation quality in urban places.
- Beyond a structure for implementing state level responsibilities for an urban places policy, implementation techniques or tools will be required. In part, the need to create a complete new set of techniques is minimized by adapting the policy to the existing process and structure of state government -- particularly programs which can affect the character of urban places
new techniques will be required to fill gaps in existing programs.
- Two basic approaches appear to be available for creating new techniques to implement an urban places policy. These are: (1) a regulatory alternative, including the creation of state-wide non-development districts and a system of transfer of development rights and (2) an incentive alternative, including a concentrated application of existing programs in urban places and the addition of programs to fill gaps in existing state programs that affect urban places.
- A decision on which alternative best suits the implementation of a state urban places policy cannot be weighed in purely analytic terms. On an individual basis, techniques in the regulatory alternative are likely to be the most effective and the least costly, but the most difficult to operationalize and administer. Techniques under the incentive alternative, on the other hand, are dependent on the flexibility of the administrative structure and imply a high level of administrative effort and state funding.

- The different implications of the two alternative approaches for implementation techniques suggest that a combination of the two may be required. A choice of a combination would logically rest on: (1) other programs and policies designed to attain General Plan objectives and (2) an analysis of the level of cost-benefit achieved from either of the alternatives.

The general outline of a Maryland urban places policy establishes a basic framework and rationale for making state level decisions relative to specific urban places. Clearly, the policy as outlined here is not sufficiently detailed to decide what urban places are to be centers for future growth and development and what types of habitation improvements can be made in all urban places. These are decisions which will rest on the actual general policy adopted for urban places in Maryland and the level of state fiscal and political commitment to an urban places policy in the General Plan. However, it is our judgment that the Maryland urban places policy -- as outlined here -- offers a realistic basis for commencing state decision-making and planning relative to specific urban places.

SECTION I
BUILDING BLOCKS OF AN URBAN PLACES POLICY

The formulation of a public policy generally does not follow a rigid formula. Typically, public policies are formulated with the intent to either: (1) inhibit an activity from occurring or (2) to induce an activity to occur in the public interest. How a public policy is specifically formulated to induce or inhibit an activity can range from a simple law mandating that an activity should occur or should not occur, to a detailed combination of programs, interagency cooperation and laws.

The purpose of this section is to outline basic building blocks for formulating a possible urban places policy for the State of Maryland. A state urban places policy -- as envisioned by the Department of State Planning -- will be unique. There are no precedents or models from which to draw guidelines. Therefore, in the absence of an existing model, previous research and analysis in the Technical Analysis of Urban Places and in a study The Potential Role of Baltimore in the General Plan are used as the basis to identify and outline the building blocks for a possible state urban places policy.

Our previous research and analysis suggest that there is a need and potential for a state urban places policy -- in the context of the General Plan. However, an urban places policy crosscuts a number of existing policy areas and is expected to be a component of a larger policy arena -- the General Plan. To frame an urban places policy to achieve desired end purposes, three building blocks are required; these are:

1. The Focus of the Policy
2. The Structure for Implementing the Policy
3. The Techniques for Implementing the Policy

Combined, these three elements -- focus, structure and implementation techniques -- will determine the success and effectiveness of the urban places policy.

The Policy Focus

Broadly, the focus of any policy is that set of considerations that define a scope and an orientation. An urban places policy will be directed at channeling state and private resources to the boundaries of existing urban areas. By definition, an urban places policy implies that certain activities -- growth, new investment, public services -- are desired to occur within these boundaries. Therefore, it is important to know which urban places in the state possess the greatest potential for filling state objectives relative to urban places as well as what type of resources or activities are required to achieve objectives.

Two separate studies -- the Technical Analysis of Urban Places and The Potential Role of Baltimore in the General Plan -- have analyzed (1) the potential development roles urban places in Maryland could assume in the General Plan and (2) the general needs of different "types" of places in order to realize their potential. These two studies indicate an appropriate focus of a state-wide urban places policy in Maryland would be threefold. The first component would be to channel growth and development into existing urban places with sufficient potential to absorb additional capacity -- either

naturally or through incentives. The second component would be the upgrading and improvement of the "habitation quality" in all urban places, according to specific needs and deficiencies of each place. The third element would be to designate the City of Baltimore as a special urban resource, in which state efforts would be directed at both growth and development potentials and the overall habitation quality.

Previous analysis in the Technical Analysis of Urban Places suggests the following considerations should shape the focus of a Maryland urban places policy within the three elements:

1. Growth and Development

- a. All urban places in Maryland do not have a potential to absorb future growth and development.
- b. Geographically, the Baltimore and suburban Washington regions will continue to be the primary focus of growth and development in the state.
- c. Other regions in the state will have growth and development potential in certain types of urban places. Based on classification and analysis of urban places, growth and development potentials are likely to be in "regional centers" and in "minor trade centers", or in "employment centers".
- d. In the long run, the types of urban places throughout the state which indicate a high potential for growth and development are: (1) "old and new regional centers", (2) "old and new minor trade centers", (3) "new minor employment centers", (4) "new non-urbanized metro suburbs" and (5) "old urbanized metro suburbs".
- e. Growth and development is likely to naturally occur in some of these urban places and, in others, potential will be frustrated by a number of constraints.
- f. Constraints to growth and development potentials -- as indicated by our analysis -- vary according to each urban place. However, on a state-wide basis, common constraints to growth and development include inadequate water and sewer capacities, the absence of buildable land area, and the underutilization or inefficient use of land.

2. Habitation Quality

- a. Less than 50 percent of all Maryland's urban places have a "high" habitation quality. Nearly all urban places have public service and facilities needs which lead to lower than desirable habitation quality.
- b. The type of public needs and deficiencies found in urban places range the full spectrum of services and facilities typically found in an urban area. Also, public needs and deficiencies in urban places vary according to the type, location, and age and size of an urban place.
- c. State-wide, the types of public needs and deficiencies which have been most frequently identified through previous analysis are: (1) public facilities, including water and sewer, (2) public services, including health care, police and recreation, and (3) public/private development or redevelopment of housing and retail facilities.

3. The City of Baltimore

- a. Baltimore is confronted with similar types of growth and development, and habitation quality issues as other urban places in the state. However, the size and complexity of problems and issues in Baltimore suggest the city warrants special treatment as an urban place.
- b. Baltimore plays a unique role as an urban place in the state. It is a historic nucleus of growth and development as well as the principal regional center of the state. In addition, it possesses a number of important state and regional service institutions, including universities, sports teams, and cultural attractions.
- c. Two issues which are central to the future of Baltimore as an urban place are: (1) the level of future development which occurs in the city and (2) adequate financial resources to address existing problems and encourage future development. At present, Baltimore does not appear to be able to compete with suburban jurisdictions for new development. In addition, Baltimore does not have the fiscal resource base to remedy existing problems single-handedly in order to compete for future development potentials.

The Policy Implementation Structure

The structure of implementation determines how a policy is organized to attain desired end objectives. As part of the Technical Analysis of Urban Places, the structure in which existing urban-oriented and related policies are implemented has been reviewed. Our review indicates three structural features are of importance for implementing an urban places policy. These are:

1. A specific orientation to urban places in public policy decision-making, including a definition of the roles to be assumed by the state vis-a-vis local units of government, budgeting and administration.
2. A clear delineation of powers, responsibilities and coordination to implement an urban places policy.
3. A means to monitor and select which urban places should receive state attention.

The need for these three structural components is as follows:

1. An Urban Places Focus. At present, there is no defined and established state level urban places orientation to programs or the habitation quality of urban places. Existing programs and policies at the state level are organized along functional and categorical lines such as housing, economic development, and transportation. Furthermore, the state policies and programs flow to counties and incorporated jurisdictions rather than to urban places specifically. At the local level, jurisdictions are concerned with urban places within their boundaries as well as with traditional categorical policies as they affect the entire jurisdiction. At the state or local level, therefore, a specific orientation to urban places does not exist.

An effective urban places policy will require, in our judgment, traditional programmatic and policy orientations to be subject to an urban places focus. At the state level, the flow of policy would be directed to specific urban places through counties and incorporated jurisdictions. Without such a structural organization, there is no means to directly influence urban places as desired.

2. Responsibility for Implementation. A key element in effectiveness of urban places policy will be the appropriate statutory authority to implement programs and actions. Under existing legislation (Article 88c of the Maryland Code), the Department of State Planning is empowered to: (1) prepare the plan and (2) coordinate and advise. The Department is not empowered to adopt state-wide policies or to directly execute policies through programs.

Since an urban places policy will be embodied in the General Plan, the Department of State Planning would be the logical agency in which to vest responsibility for overall policy formulation and coordination with other agencies and local governments.

3. Determining the Role of an Urban Place. Urban places in Maryland are not identical in terms of their potential role in the General Plan. Moreover, urban places are likely to change over time in terms of (1) growth and development potentials and (2) habitation quality. How to determine which urban places are to receive state attention is an issue that will affect the success of an urban places policy.

In the Technical Analysis of Urban Places, a classification system of urban places has been prepared. The classification system organizes urban places in the state by four characteristics -- age, size, economic function and growth rate. The classification system has been used to organize and determine the potential roles urban places could presently assume in the General Plan. More importantly, the classification system coupled with a monitoring of urban places offers a possible means to relate specific urban places to state objectives -- presently and over time.

The Techniques for Implementing Policy

Implementation techniques are the activities -- laws, programs, funding resources, etc. -- that guide, fulfill and support a policy. In the Technical Analysis of Urban Places and The Potential Role of Baltimore in the General Plan, existing state programs and policies which affect (1) growth and development in urban places, and (2) habitation quality in urban places have been identified and briefly analyzed. On the basis of our

analysis, existing state programs and policies were found to be inadequate -- as they presently exist -- to directly serve as the implementation techniques for an urban places policy. Moreover, a number of gaps and deficiencies exist in the programs -- in their present state -- if they are to be used as the means to implement an urban places policy in the General Plan. Therefore, available implementation techniques, as they currently exist, are not suited to the implementation of an urban places policy.

To overcome the limitation of existing programs, several specific modifications and additions would be required, in our judgment. These would include:

1. Modifications

- a. Integration and coordination of capital budgeting decisions for all state facilities and capital investments that directly affect urban places, including water, sewer, schools, health and transportation.
- b. Broadening of review powers under MEPA to include consideration of the impact of growth and development on urban places.
- c. Integration of state-wide economic development policy to correspond to an urban places policy.
- d. Revaluation and realignment of existing economic development programs to concentrate on existing urban places with growth and development potential.
- e. Expansion of existing housing programs to supplement federal programs.
- f. Revise categorical funding and program priorities to coincide with urban places priorities and policies.

2. Additions

- a. Establish an operational linkage between both policy formation and programs related to urban places of other state agencies.

- b. Enact a law or policy which would eclipse the traditional pattern of urbanization in Maryland through limiting land conversion or stimulating renewal of existing urban places.
- c. Offer incentives to local governments to initiate urban places policies compatible with state-wide policies.
- d. Create a permanent state-wide industrial and economic development program which would match incoming industries and firms to an appropriate urban place, consistent with state policies.

Modifications and additions identified above represent the types of techniques which would reinforce existing state programs and policies and provide a firm basis for implementing an urban places policy.

Summary of Policy Building Blocks

Table 1 summarizes the building blocks which have been identified as important in the formulation of an urban places policy. As indicated previously, there are no rigid rules which determine how a policy should be focused, structured and implemented. Policies are fundamentally an expression of a desired outcome in the public interest. The building blocks in Table 1 outline a policy which has the potential to achieve a desired end state for urban places.

Based to any urban places policy adopted as part of the General Plan will be the building blocks of: focus, structure and implement techniques. What is ultimately placed within each of these blocks to construct an urban places policy will determine how successful an urban places policy will be. The building blocks summarized in Table 1 reflect our findings

Table 1.

SUMMARY OF THE BUILDING BLOCKS OF
AN URBAN PLACES POLICY
STATE OF MARYLAND

<u>Focus</u>	<u>Structure</u>	<u>Implementation Techniques</u>
<p>1. <u>Growth and Development in Urban Places</u></p> <ul style="list-style-type: none"> - Not All Urban Places to be Designated - Baltimore and Washington, D.C. Regions Continue as Principle Focus on Growth and Development - In Other Regions, "Regional Centers" and Selected "Minor Trade and Employment Centers" as Focus for Future Growth and Development - In the Long Run, Only Selected "Types of Urban Places to be Designated as the Locus for Growth and Development - Growth and Development Potential Will be Frustrated in a Number of Urban Places - The Constraints Which Frustrate Growth and Development Potential Vary by the "Type" and Location of the Urban Place 	<p>1. <u>An Urban Places Orientation</u></p> <ul style="list-style-type: none"> - State Programs and Policies Need to Have a Specific Orientation to Urban Places - Traditional Categorical Programs and Policies Will Need to be Structured so as to Focus on Specific Urban Places and Still Flow Through Local Jurisdictions <p>2. <u>Responsibility for Implementation</u></p> <ul style="list-style-type: none"> - To Implement an Urban Places Policy a Clear Determination of Responsibilities between State Agencies and Local Units of Government Will be Needed <p>3. <u>Designation of Urban Places</u></p> <ul style="list-style-type: none"> - Determining Which Urban Places Receive Attention and What Type of Action Will Require a Means to Monitor and Assess Urban Places Vis a Vis State Objective. The Classification System is One Means to Have an On-Going Method to Determine Which Urban Places Should Receive Specific Types of Attention to Fulfill State Objectives 	<p>1. <u>Modifications to Existing Urban Related Programs</u></p> <ul style="list-style-type: none"> - Integration and Consolidation of All State Capital Budgeting and Financing - Broadening of MEPA Review Power to Include Impact of Development in Urban Places - Coordination Considerations of All Policies and Programs That Affect Urban Places - Realignment of Economic Development Programs to Correspond to Urban Place Potentials - Expansion of Existing Housing Programs - Revised Categorical Funding to Coincide with Urban Places Policies and Priorities. <p>2. <u>Additions to Existing Urban Related Programs</u></p> <ul style="list-style-type: none"> - Establish an Operational and Programmatic Linkage to All Departments with Programs That Affect Urban Places - Enact a Law or Policy to Limit Future Land Conversion at the Periphery of Urban Areas - Create a State Development Bank - Create Incentives to Local Government to Initiate Urban Places Consistent with the State
<p>2. <u>Habitation Quality in Urban Places</u></p> <ul style="list-style-type: none"> - Nearly All Urban Places Have Need of Improved Public Services and Additional Facilities to Raise the Overall Level of Habitation Quality - The Type of Public Needs and Deficiencies Found in Urban Places Will Range a Spectrum of Services and Facilities Typically Found in Urban Places - The Types of Public Needs and Deficiencies Associated with Urban Places Vary According to the Type of Urban Places as Indicated in the Classification System - State-Wide, the Most Common Public Needs and Deficiencies in Urban Places are Water and Sewer Facilities, Public Services and Development or Redevelopment of Housing and Retail Facilities 		
<p>3. <u>The City of Baltimore as an Urban Place</u></p> <ul style="list-style-type: none"> - While the Types of Programs and Issues Found in Baltimore are Similar to Other Places, They are Different in Size and Complexity - Baltimore Has a Unique Role in That it is the Principal City in the State and a Regional Nucleus - Problems and Issues Which Beset Baltimore are related to the Growth and Development of the Baltimore Region as a Whole and the Type and Share of Future Growth Which Occurs in Baltimore 		

Source: Gladstone Associates.

and conclusions in two previous studies -- the Technical Analysis of Urban Places and The Potential Role of Baltimore in the General Plan. In the following sections, these findings and conclusions are expanded to form an urban places policy which, in our judgment, would be appropriate for the State of Maryland.

SECTION II

THE FOCUS OF AN URBAN PLACES POLICY

The purpose of this section is to define a focus for a Maryland urban places policy. The focus of a policy -- particularly an urban places policy -- is the bridge between knowing in general terms what is desired and the specific scope and orientation of the desired end. For a Maryland urban places policy it is important to define not only that the state is concerned and desires to influence the future of urban places, but more importantly what aspects of urban places and for what specific purpose.

To arrive at a focus for a Maryland urban places policy, this section is organized into three parts. The first identifies the context or setting in which an urban places policy will operate. The second sets forth a focus based on (1) the policy context and (2) previous technical findings relative to urban places. The third reviews what will be required to achieve the focus.

The Policy Context

An urban places policy would be, at root, a part of an overall state policy -- through the General Plan -- to direct and manage state-wide growth and land resources. Land use is the unifying factor of the General Plan. Because the General Plan will address the conservation of some land resources as well as the development of other land resources, it is crucial to know what locations in the state best accomplish conservation or development objectives of the General Plan.

The Technical Study of Urban Places demonstrates that existing urban places could have a twofold role in the General Plan. On the one hand,

they represent a logical location to channel future growth due to the existence of invested public and private capital required to support urbanization; several urban places appear to have a capacity to additional growth without requiring extensive new investment in infrastructure which other urban places could be redeveloped to accommodate new growth. On the other hand, urban places represent a means to preserve and protect highly valued land resources from development.

Channeling development to existing urban places is only one of the possible spatial approaches to addressing future growth which will occur in Maryland. Historically, new development in Maryland has occurred around and beyond existing urban places, rather than in them. Thus, a policy which seeks to direct growth back into urban places cuts across established patterns and trends. To reverse historical trends by directing new development in urban places requires an appreciation of not only what urban places have the potential to absorb new growth, but also what is required to achieve development potentials.

The Maryland General Plan, will be a guideline for state decision-making, expressing long-term state objectives relative to land resources. It is not, however, expected to provide the basis for specifically detailing the level and timing of development in existing urban places. Therefore, an urban places policy, in the broader sense, would logically address where and under what circumstances to channel growth and development to existing urban areas, to achieve the objectives of the General Plan.

A Specific Focus for an Urban Places Policy

Research and analysis in the Technical Analysis of Urban Places and the special Study of the Potential Role of Baltimore in the General Plan reveals three key areas which could be the focus of a Maryland urban places policy. These are:

1. Direct growth and development to urban places which reveal potential to absorb additional capacity.
2. Upgrade the habitation quality of all urban places.
3. Treat Baltimore City as a unique urban place in which to concentrate special efforts.

Relating findings and conclusions of our previous analysis of urban places to the policy context, a focus for a Maryland urban places policy would be as follows:

Component I: The Locus of Future Growth and Development

- Future growth and development should be directed into and around all existing urban places which possess the potential to absorb additional growth and are compatible to the objectives of the General Plan.
- A principal feature of consciously channeling growth and development should be to direct regional growth to those urban places which are likely to experience development pressures. This includes older urban places in the Baltimore and Suburban Washington regions as well as the principal regional centers found in other regions of the state.
- In urban places where existing or future growth and development potential is evidenced, a conscious effort to direct and shape the nature, timing and magnitude of such growth should be made.
- Where growth potentials exist either for a region as a whole or for a specific urban place, but realization of potential is frustrated by development constraints, state and local resources should be utilized to remove constraints.

- The types of constraints the state should seek to remove are those which represent major barriers to local government. This includes underwriting major public facilities such as water, sewer, roads, and schools as well as assistance to encourage development of housing and other forms of private development.

Component II: The Level of Habitation Quality

- The overall level of habitation quality in all urban places should be upgraded and improved to reinforce their attractiveness and desirability.
- Urban places designated as the locus of future growth and development should receive a different treatment, in terms of the types and level of inhabitation improvements, than the other urban places.
- The types and level of habitation improvements which should be provided to urban places with growth and development potentials are services and facilities which would stimulate, support, and direct the nature of the anticipated growth and development. This would include capital improvements for water, sewer, roads, and public facilities as well as public services and assistance which would increase the competitive advantage of such urban places.
- In urban places where the future growth and development is not consciously desired or expected, habitation improvement should consist of meeting needs and deficiencies consistent with the character, scale and style of the urban place.

Component III: The Role of Baltimore as an Urban Place

- Because of the unique and special character of Baltimore -- the largest and most central urban place in the state -- special emphasis should be placed on maintaining its vitality, particularly as nucleus for future growth and development.

- Special efforts directed at Baltimore should consist of facilitating future development by enabling the City to achieve a more competitive position in relation to surrounding jurisdictions. This would include channeling new growth and development to the City as well as improving the habitation quality by remedying factors which have diminished the attractiveness of the City.
- In addition to the basic issues of future growth and development and an improved level of habitation quality in Baltimore, regional serving institutions should be situated in the City so as to reinforce Baltimore's unique role as an urban place in the state. This would include major entertainment and convention complexes, state offices ~~function~~, and broad-based community cultural and educational activities such as educational institutions, museums, libraries and performing arts centers.

The three preceding components set forth a broad focus for a Maryland urban places policy. Part of the focus indicates the general types of locations which would be desirable for future growth. Another part of the focus identifies what types of activities which would enable urban places to accommodate existing and future population in terms of implied state standards for "quality of life". In addition, the policy focus identifies Baltimore as a central feature to achieving state objectives.

Specific Policies for Urban Places

The focus set forth above for an urban places policy is generalized. It does not indicate specifically what urban places are to be growth and development centers and what type of public improvements are to be provided in which urban places.

Clearly, growth and development cannot occur in all urban places and the inhabitation needs and deficiencies are different for each urban place.

Furthermore, the level of state effort -- funding, programs, etc. -- involved in addressing all urban places may be unreasonable in relationship to the benefits. Which specific urban places are to be designated for growth and development and what types of inhabitation improvements are to be made in each urban places is a major policy decision for the state.

Our analysis of the potential role of urban places in the General Plan, the Technical Study of Urban Places, does not address the issue of specifically designating individuals or type of urban places the growth and development or determining the specific types of inhabitation improvements. They are detailed issues which will require greater in-depth analysis. However, the Technical Study of Urban Places does provide a basis for framing state level decisions relative to specific urban places. The classification system created as part of the Technical Study of Urban Places provides a framework to address the state's urban places on a more detailed level and with different types of policies.

The classification system organizes all urban places in Maryland by four key characteristics -- age, size, growth rate and economic function. In the framework of the classification, urban places have been analyzed to determine which "types" (i.e., older declining metro suburbs over 2,500 in population) have a potential role (i.e., potential growth and development) in the General Plan and what types of inhabitation improvements are required in different "types" of urban places. The results of our analysis indicates that while different "types" of urban places have a potential to fulfill a role in the General Plan, distinct roles for different types of places are not evidenced. Therefore, the state will have to decide which

"types" of urban places are to serve what roles in the General Plan and the implications of stressing specific policies for different types of urban places.

In formulating policies for specific "types" of urban places, a key factor will be the classification characteristics the state uses. Each of the four classification characteristics -- age, size, economic function and growth rate.-- singularly and in combination have different policy implications. For example, emphasizing growth and development in "older urban places" implies a greater level of state and local effort in terms of programs, new public investment, etc. than endeavoring to channel growth to new urban places in the state which are presently growing.

An analysis of the cost-effectiveness and trade-offs in pursuing specific policies for different "types" of places is beyond the scope of this study. In our previous study, The Technical Analysis of Urban Places, it was found that urban places in general have a potential role in the General Plan -- either for new growth and development or to achieve quality of life objectives through habitation improvements. What specific policies are pursued relative to "types" of urban places would logically be a function of available state resources -- programs, funding, etc. -- and the overall structure for implementing policies.

Implementing the Policy Focus

Because a Maryland urban policy will be unique and will seek to alter basic public and private decision-making, there are a number of considerations related to operationalizing and implementing the focus of an urban places policy. These include:

- A determination of the appropriate roles and responsibility for implementing the policy. At present, the state and local jurisdictions do not have a clearly delineated responsibility for urban places. Programs and resources which may be required to implement the policy at the state level are found in nearly all departments and agencies; however, they are oriented to function in categorical activities (transportation, economic development, etc.) that are not urban place specific. Departments by local jurisdiction on the other hand, are concerned with the level and type of growth and development in specific urban places but do not have a state-wide perspective or the available resources to single-handedly achieve state objectives.
- A grouping and formation of basic tools to implementing the policy. Based on previous research (the Technical Analysis of Urban Places) it is clear that programs, priorities and funding at the state level do not neatly coincide with the focus -- or in a broader sense -- the purpose of an urban places policy.
- A state commitment to managed growth and the attendant cost of achieving the objectives established by an urban places policy. An urban places policy as part of the General Plan may require new laws and programs and the expenditure of state fiscal resources in a new way.

In the following sections, these considerations are addressed. First, a structure for implementing the focus of an urban places policy is established. Then, the possible techniques or tools to implement the policy are identified.

SECTION III

AN IMPLEMENTATION STRUCTURE FOR AN URBAN PLACES POLICY

This section outlines a structure for implementing the focus of a Maryland urban places policy (Section II, previous). The three principal considerations for arriving at a structure are:

1. The determination of appropriate roles and responsibilities between different levels of government (i.e., state, federal, counties, and incorporated places);
2. The assignment of responsibility at the state level for policy formation and management in relationship to the state role in policy implementation; and
3. The means to determine specific policies for individual urban places on a continuing basis.

Together, the three considerations organize how a Maryland urban places policy would operate. In general terms, the role of different levels of government determines who is vested with the responsibilities for specific activities and decision-making in the implementation of the policy. At the state level, similarly, specific activities and decision-making responsibilities will need to be identified and assigned to individual departments and branches. Finally, a means to review, monitor, and adapt the policy focus over time will be required.

The Roles of State and Local Government

The underlying premise of an urban places policy is that all land resources are important to the future of the state as a whole and each local jurisdiction. In terms of existing roles, local jurisdictions in

Maryland -- primarily counties -- have an urban orientation, for they are concerned with providing urban services and facilities to accommodate population within their boundaries. The state, on the other hand, has a focus of concern which is not limited to a single urban area or jurisdiction.

An urban places policy, particularly in the context of the General Plan, is more than an orientation to urban places in general. It is a geographic focus to channel growth and development to a limited number of places and to assist all urban places to satisfactorily accommodate existing and future population. Since the policy requires a state-wide perspective, it would be counter-productive to assign local governments the full role of implementing the policy.

The issue implicit in an urban places policy is where growth and development occur and what types of public improvements (facilities and services) urban places receive to improve their habitation quality. As such, an urban places policy does not seek to supplement or usurp local decision-making. Rather, it seeks to aid it. The assistance afforded by an urban places policy is in the form of providing a framework to make enlightened public decisions regarding the future.

The Technical Analysis of Urban Places as well as recent experience in selected jurisdictions in the state suggest that growth and no-growth issues are difficult, particularly for local jurisdictions. For example:

- The rapid pace of growth and development in Montgomery and Prince George's Counties during the late 1960's and early 1970's led to a situation where growth outstripped available public supports (facilities and services, particularly water and sewer). As a consequence, both counties have instituted measures to limit the amount and pace of growth.

- Baltimore's decline in middle class population and manufacturing base, which resulted in a substantial change in socio-economic character, has required the City to increase annual expenditures for social services, to become reliant on state and federal aid to offset a shrinking tax base as well as to initiate capital intensive projects (Inner Harbor, Fort Holabird, etc.). Even with extensive public efforts, no dramatic turnaround in the foreseeable future is expected.

With a state urban places policy, local jurisdictions would be provided with a framework for decision-making in terms of the level and type of future services and capital investment required. An urban places policy would not compel growth to occur in one location, thereby requiring a de facto acceptance by a local unit of government. There are a large number of urban places in the state which have the potential to accommodate growth and all jurisdictions will experience some level of future growth. The option available to local jurisdictions under an urban places policy would be for local jurisdictions to work with the state to accommodate growth and development problems which have traditionally caused uncertainty at the local level.

In this framework, the role of state and local government in an urban places policy could be as follows:

1. State

- Designation of urban places for future growth and development.
- Organization and formulation of laws, programs and policies with attendant funding to assist urban places to accommodate future growth and development.
- Organization and administration of programs and funding to assist urban places to achieve an acceptable level of habitation quality.

- Review and modification of policy, programs and funding in response to changing conditions in growth potential and habitation improvement in urban places.
- Provision of incentives (programs, funding, etc.) and guidelines (laws, administrative policies) to local governments and the private sector (e.g., zoning and tax advantages, etc.) to assist in attaining growth and development objectives as well as habitation quality objectives.

2. Local

- Determination of appropriate type, level and pace of future growth and development compatible with existing and desired character of an urban place.
- Determination of the type and mix of habitation improvements which would reinforce the desirability of existing urban places as well as facilitate growth and development in urban places so designated.
- Provision of programs and funding for activities which support and reinforce the state role.

In concept, the general role of the state would be to: (1) provide a framework for reducing uncertainty and (2) provide the basic programs and funding to assist local governments to attain urban place objectives. Local units of government, on the other hand, would have a role which would maintain traditional local prerogatives and responsibilities. They would make the detailed decisions regarding development of urban places within the jurisdiction and would work with the state to attain local objectives compatible with those of the state and finally they would undertake local activities (programs and expenditures) in support of the state role.

State Responsibility for Implementation

The role prescribed for the state is one of facilitating and broadly

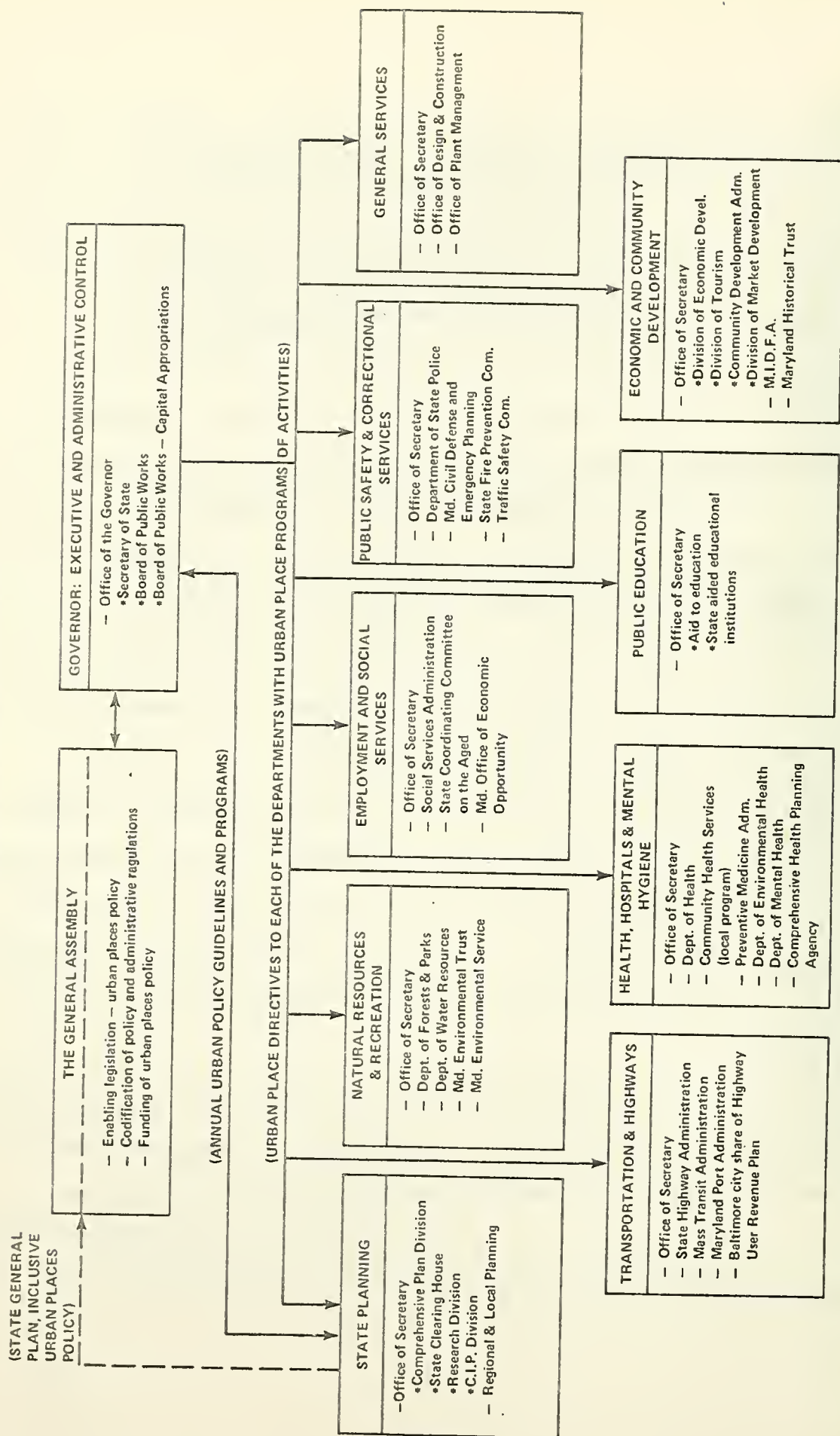
guiding the implementation of an urban places policy. Therefore, at the state level, implementation would be dependent on enabling local jurisdictions to accommodate growth and development and meeting habitation quality objectives. At the local level, implementation of an urban places policy will occur in response to actual growth and development pressures.

We have discussed and analyzed with members of the staff of the Department of State Planning several approaches the state might use to organize and fulfill proposed responsibilities for a Maryland urban places policy. As indicated in the Technical Analysis of Urban Places, the capability of the state to implement an urban places policy is limited at this time. However, a major restructuring of departmental responsibilities as well as creating a new set of programs to implement an urban places policy does not appear to be feasible or desirable, based on our conversations with Department of State Planning representatives.

One possible approach which would be feasible is to adapt an urban places policy to the existing progress and framework of state programs and policies in the executive and legislative branches. This approach would seek to fill a gap in existing state programs and policies by structuring an overall framework for decision-making and implementation of an urban places policy.

On Diagram I, a structure for adapting the implementation of an urban places policy to existing branches and departments of state government is portrayed. The principal features of the "adaptation" are as follows:

IMPLEMENTATION OF AN URBAN PLACES POLICY WITHIN THE EXISTING STRUCTURE OF STATE GOVERNMENT STATE OF MARYLAND



— DIRECT RELATIONSHIP
- - - INDIRECT RELATIONSHIP

1. The General Plan is submitted to the Governor, filed with the secretaries of the applicable departments, reviewed by agencies and then forwarded to the General Assembly for approval. Within the Plan would be an urban places policy, sufficiently detailed to provide a basis for translating the proposed policy into legislation or a formalized policy.
2. On the basis of a legislatively approved urban places policy, new guidelines would be formed mandating that the nine departments with programs or activities that affect urban places organize and execute their programs according to the guidelines of the General Plan, as well as the formalized state urban places policy. In addition, the Department of State Planning would be directed to provide annual programs to the Governor for implementing an urban places policy. The Governor, with the approval of the General Assembly, would then adapt the annual program into a department-by-department directive for specific objectives and priorities to be achieved and would provide the support for annual appropriations for each department's activities in the implementation of the urban places policy.
3. Program and policy guidelines prepared by DSP would be a series of annual programs and activities that would be directed at specific urban places in fulfillment of the General Plan. The guidelines would recommend to the Governor and General Assembly specific activities to be undertaken in specific urban places and indicate the appropriate agency and estimated amount of funding.
4. On the basis of program and policy guidelines submitted by DSP, the Governor would prepare directives to each department affected by the annual program. Along with the directives, the Governor would request annual appropriations in support of the annual program

As indicated in Diagram I, the directives from the Governor would flow to each department. Each department would remain autonomous and independent, but would direct at least part of their efforts to implementing an urban places policy.

An On-Going System for Setting Policy

As part of the state role and attendant responsibilities for

implementing a Maryland urban places policy, there will be a need to annually assess growth and development in urban places as well as habitation quality in urban places vis-a-vis state objectives. The annual assessment will provide an information base for preparing annual program recommendations of urban places.

In addition, on a recurrent basis -- perhaps every three to five years -- there will be a need to update and change state policies for specific urban places. Clearly, the character of urban places will change as an urban places policy is implemented.

How urban places are annually monitored to determine their growth and development performance and habitation quality relative to specific urban places policies is beyond the scope of this study. Presumably the Maryland Department of State Planning could organize a monitoring system through either the State Clearing Housing or the Regional and Local Planning Division -- or a combination of the two.

How the state urban places policy is updated in response to changes in the characteristics of urban places is a function of (1) the goals and objectives of the General Plan and (2) the degree to which a clear policy direction can be established from the characteristics of urban places. Assuming the General Plan provides a policy orientation on which more detailed and specific policy decision-making can be made, then the characteristics of urban places relative to the goals and objectives of the General Plan can be used as a means to frame specific urban places policies. Since the condition of urban places would be annually monitored -- thereby providing an information bank -- the classification system created in the Technical Analysis of Urban Places could be used to organize information on

individual urban places and determine state policies relative to "types" of urban places.

The classification system in its present form is static; that is, individual urban places are fitted to the system based on their present characteristics. To use the classification system for on-going policy analysis, the system will have to be made dynamic; that is, changes in the characteristics of urban places will have to be reflected in the classification of "types" of places over time. With an operationalized classification, an on-going means to relate state policies to individual urban places would be available.

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The structure for implementing an urban places policy outlined above is an organizational and operational concept. The principal organizational feature of the concept is that it relies on policy-making approaches already in place in Maryland. The basic concepts of the structure -- role, responsibility and on-going policy updating will have to be expanded and detailed if the structure is to be operationalized. The feasibility of operationalizing such a structure is unknown at this time. However, in our opinion, the basic concepts of the structure are more attractive and feasible than attempting to rewrite the process of state decision-making.

In the next section, techniques -- laws, programs, administrative policies, funding -- are reviewed. In part, the need to construct a new

set of techniques is offset by the concepts for an implementation set forth above. The outline of a structure for implementation of an urban places policy includes most of the existing programs which can have a substantial impact on urban places.

SECTION IV
IMPLEMENTATION TECHNIQUES FOR AN URBAN PLACES POLICY

With the focus and structure outlined previously, an urban places policy would be set for implementation. However, to actually implement such a policy, there are a number of techniques or tools -- laws, programs, administrative policies, and funding resources -- which would be required to attain the specific objectives of a Maryland urban places policy. Techniques incorporated into the adaption of an urban places policy to the existing process and structure of state government represents only a part of the techniques which will be required to implement an urban places policy.

The purpose of this section is to identify and outline techniques which in addition to the implementation structure have the potential to implement a Maryland urban places policy. In terms of the focus of an urban places policy, there are three areas where implementation techniques will be required. Techniques will be required to: (1) channel growth and development to selected urban places, (2) improve the habitation quality of all urban places, and (3) provide assistance to Baltimore City as a special state urban resource.

Of the three areas, only techniques relative to growth and development are directly addressed in this section. Techniques to improve the habitation quality in urban places will largely be dependent on the level of funding available and the associated political commitment at the state and local levels to make capital investments and to increase annual expenditures for public services. Therefore, except where habitation

improvements imply the physical development or redevelopment of an urban place, they are not addressed. Possible implementation techniques to treat the problems and opportunities of Baltimore are contained in a separate study, The Potential Role of Baltimore in the General Plan.

Basic Alternatives for Growth and Development Techniques

In overall terms, there appear to be two basic alternatives for implementing an urban places policy to channel future growth and development to a selected number of urban places. The two alternatives are:

1. To limit or prohibit, through direct and enforceable regulations, growth and development from occurring in locations other than urban places, and
2. To endeavor to alter the historic patterns of urban growth and development by offering incentives and inducements which would enable urban places to be more competitive and thereby attract future growth and development.

In the following analysis, each of these approaches is reviewed to identify the specific techniques which are required to operationalize the alternatives.

I. The Regulatory Alternative. This alternative would require techniques to: (1) limit the private use of land outside of urban areas (2) fill gaps in existing laws and programs.

Existing State regulations which limit land development are:

1. Zoning: Which does not strictly limit land development, but designates appropriate uses and standards for the use and development of land.
2. MEPA: Which limits the type and composition of land development would have an adverse impact on the immediate and surrounding physical environment.

3. Public Ownership: Which limits land development only to the degree that public funds are available for land acquisition and the land is not developed by the state.

In absolute terms, none of the existing techniques have the capability to consistently and comprehensively act as a regulatory technique to achieve an urban places policy. Zoning is a local activity empowered by the state and contains a number of constitutional safeguards (i.e., administrative appeal and judicial review). As such, zoning cannot limit the use of all land. MEPA is primarily oriented to prevent state initiated or sponsored development projects from producing a negative environmental impact. Full public ownership of all land outside of urban places is costly and is dependent upon the fiscal capability of the state to acquire land.

In lieu of existing regulatory techniques, the following two techniques, taken together, could serve to limit or preclude land development through a regulatory approach:

1. State-Wide Non-Development Districts: This technique would be comparable to state development districts and zones as used in Hawaii. Under this approach, all land outside urban areas or the existing urban fringe would be designated (or zoned) for uses other than urban development. Development of land outside an urban area would then occur only with the framework of an urban places policy. The Department of State Planning -- with its role of implementing an urban places policy -- would be charged with reviewing and approving applications for development outside of urban places.

The effect of districting land outside of urban areas for non-development would be to: (1) direct most development back into urban places and (2) to allow some development to occur outside of urban places where consistent with state policy.

2. Transfer of Development Rights (TDR): This technique would endeavor to facilitate development in selected urban places. TDR's would be a mechanism to shift development potentials to locations consistent with state policies.

The technique of TDR's is to separate the development value of land from the physical location to which it is attached. With TDR's existing landowners in non-development districts would be granted shares or values based on the existing value of the land. These shares or values could then be transferred for use or sold to another for use for development inside an urban place. In this manner, existing property owners would be compensated for the non-use of their land.

The two regulatory techniques are, in concept, the most direct means to achieve an urban places policy of channeling future growth and development to specific locations. The use of the regulatory alternative requires that both components (districting and TDR's) be instituted. Otherwise, the regulatory alternative would have a random effect by creating gaps in application similar to existing techniques such as zoning, MEPA, and public ownership of land.

II. The Incentive Alternative: This alternative would require a number of techniques which directly assist and support the implementation of an urban places policy. In general, the incentive alternative would seek to directly focus state programs that apply to urban places. This would occur by providing and concentrating the majority of existing state programs in urban places and scaling down or ceasing altogether additional services and facilities outside of urban places.

Table 3 sets forth existing programs which can affect the desirability of an urban place. These programs are primarily oriented to providing services and facilities which change the competitive attraction of an urban place. The principal feature of using existing programs would be to modify their use by limiting their application to existing urban places.

In addition to modifying the application of existing programs, there are additional programs which would facilitate the attainment of urban place objectives through the incentive alternative. These additions are primarily oriented to filling gaps and deficiencies in the existing array of state programs. Additions to existing programs include:

1. Expansion of Existing Housing Assistance Programs: In urban places where conventional residential builders cannot or do not (because of the economics of construction) reach selected income groups and Federal housing assistance is not available, additional housing programs would be required. Additional housing programs could be of either an end-loan or development variety and would assist in meeting housing objectives implied by an urban places policy.

Table 3.

EXISTING STATE PROGRAMS
AFFECTING URBAN PLACES
STATE OF MARYLAND

Category/Program	Administering Agency	Qualifying Applicants		
		Individuals	Municipalities	Counties
<u>Economic Base</u>				
1. Maryland Industrial Development Financing Authority -- Provides mortgage insurance on industrial project loans in order to expand economic base and increase employment	Maryland Industrial Development Financing Authority Department of Economic & Community Development		X	X
2. Business and Industrial Development -- Promotes the State of Maryland and Assists counties in attracting industry	Division of Business & Industrial Development (E.C.D.)	X	X	X
3. Office of Business Liaison -- Provides services and information to resident businesses and industries	Division of Business & Industrial Development (E.C.D.)	X		
4. Area Redevelopment Act -- Assists in providing the financial participation required in business loan packages	Division of Business & Industrial Development (E.C.D.)			X
5. Delmarva Advisory Council -- To encourage economic development through assistance and guidance to counties and municipalities on the Delmarva Peninsula	Delmarva Advisory Council		X	X
<u>Community Facilities</u>				
1. Implementation and Coordination of Federal Water and Sewer Grants	Department of Health & Mental Hygiene, Division of Water & Sewage		X	X
2. Appalachian Regional Commission -- A regional approach to recognize problems, provide basic facilities and encourage economic development in Allegany, Garrett and Washington Counties	Department of Economic & Community Development		X	X
3. Community and Resource Development -- Educational and informational programs to promote community development through improved services, facilities and utilities	Community & Resource Development (Independent Commission)	X	X	X
4. Planning -- Provides technical assistance to communities in analyzing development needs and resources (physical and non-physical)	Community Development Administration Department of Economic & Community Development		X	X
5. Aid for Local Governments -- Technical and advisory assistance to promote sound community development	Community Development Administration Department of Economic & Community Development		X	
6. M.E.S. (Maryland Environment Service) -- Financing and construction for state facilities -- Financing, construction and operation of water and sewer facilities under contract with counties and regional districts	Department of Natural Resources		X	X X
7. State School Construction -- Provides financing for the construction of elementary and secondary schools.	Department of State Planning, Department of Education and Department of General Services			X

Table 3. (Cont'd)

EXISTING STATE PROGRAMS (Cont'd)
AFFECTING URBAN PLACES
STATE OF MARYLAND

Category/Program	Administering Agency	Qualifying Applicants		
		Individuals	Municipalities	Counties
<u>Transportation</u>				
1. Capital Grants for Urban Mass Transportation in Small Urban Areas -- Provides capital for bus facilities and equipment in urban areas	Mass Transit Administration, Department of Transportation		X	
2. Traffic Operation Program to Improve Capacity and Safety (TOPICS) -- Provides assistance to local governments to improve urban street circulation	Bureau of Specific Projects, Department of Transportation		X	
3. Federal Aid Primary and Federal Aid Secondary Systems within Urban Areas -- To improve the extensions of federal aid systems in urban areas	Program Scheduling & Control, Department of Transportation		X (Over 5,000)	
<u>Housing</u>				
1. Maryland Home Financing Program -- Provides mortgage loans to persons unable to obtain financing in the private market	Division of Housing, Department of Economic & Community Development		X	
2. Maryland Housing Fund -- Insures mortgage loans made by financial institutions for residential home purchases (up to 100% of the purchase price) and for multi-family projects	Division of Housing, Department of Economic & Community Development		X (through lender)	
<u>Environmental Quality</u>				
1. Open Space -- Financial assistance for acquisition of lands and waters for public outdoor recreation	Capital Programs, Department of Natural Resources		X	X
2. Ground Water Services -- Technical assistance and funding for the evaluation of the availability of ground water and its protection from pollution	Division of Water Resources, Department of Natural Resources		X	
3. Water Resources Enforcement -- Enforcement of all Maryland water resources laws to prevent water pollution	Division of Water Resources, Department of Natural Resources	X	X	X
4. Bureau of Air Quality Control -- Monitors and enforces air quality standards in the State; develops air resources management plans	Department of Health & Mental Hygiene	X	X	X

2. Increased Use of Federal Funds or State Guidelines and Incentives for Use in Community Development Block Grants:

Since urban places, under the incentive alternative, would be the focus of intense levels of capital investment as well as increased annual expenditures, a technique to offset or minimize the absolute level of state and local contributions would be to request additional federal funds to underwrite programs. Alternatively, the state could offer incentives (matching funds or additional types of funds) if CD funds were used in urban places by local units of governments.

3. Establish a State-Wide Program to Attract and Match Incoming

Industries and Firms to Urban Places: At present, the state (ECD) does not have an on-going and active program to attract new industries and firms. Furthermore, when firms do in-migrate, they locate according to their own market and operational characteristics. To consciously direct growth and development in specific urban places, an on-going program to attract and provide locational incentives to incoming firms and industries is needed to fill a void in state economic development programs. A program that could match incoming industries and firms with an appropriate urban place would reinforce the role of urban places.

Techniques which act as incentive represent a possible array of tools which could favorably influence a shift in traditional development patterns. Realistically, the array of possible techniques is subject to change and

modification within the structure established for the policy (Section III, previously). The incentive techniques identified should be considered as "starters". As an urban places policy -- under the incentive alternative -- is operationalized, it is likely that refinements to "starter" techniques as well as additional techniques would be required.

Analysis of Alternative Techniques

A choice of the two alternative approaches to techniques cannot be weighted in purely analytic terms. There is no economic theory or evaluation technique (cost-benefit, cost-effectiveness, program efficiency, etc.) which can provide a direct answer. The choice between the two alternatives will ultimately reflect the level of state commitment to land use policies and depend upon the level of political acceptability of the policy and attendant implementation techniques.

In order to attain a better understanding of the basic implications of the alternatives, individual techniques, however, can be analyzed. Table 4 sets forth the implications of the techniques. Table 4 indicates principal features of each of the techniques in terms of their start-up efficiency, ease of administration, magnitude of public fundings as well as the degree of effectiveness (as a single instrument) in attaining urban place objectives.

In overall terms, Table 4 indicates that new regulatory techniques would be the most effective and least costly, but are likely to be the most difficult to operationalize and administer. The bundle of incentive techniques, on the other hand, is highly dependent upon the structure of an urban places policy and implies a high level of administrative effort and

Table 4.

SUMMARY ANALYSIS OF IMPLEMENTATION TECHNIQUES
AN URBAN PLACES POLICY
STATE OF MARYLAND

<u>Alternatives/Techniques</u>	<u>Start-Up Implications</u>	<u>Ease of Administration/ Operational Efficiency</u>	<u>Implied State Cost</u>	<u>Potential Effectiveness</u>
<u>Regulatory</u>				
1. Non-Development Districts	Not presently in existence. Requires enactment of new "zoning" legislation, creation of Review Commission, and guidelines for review and administration.	Administration would be subject to similar problems as zoning once guidelines and legal framework established. Operational efficiency likely to be dependent on guidelines and review process.	Low direct cost to State. Only cost would be administrative.	With proper guidance and review procedure could limit all development outside of urban places.
2. Transfer of Development Rights	Not presently in existence. Requires "valuation" of land, establishment of exchange system, and administrative organization.	Cumbersome. Valuation and transaction problems limit administration and operational efficiency.	Unknown. State cost would depend on the valuation of existing land and the type of transaction system created.	Potentially an effective complement to State non-development districts.
<u>Incentive</u>				
1. Restructuring Existing Programs (Including DSP and ECD Administrative Links)	Requires a restructuring and consolidation of existing powers and responsibilities of State departments. In addition, requires guidelines and inter-departmental administrative process.	Once guidelines and links established, administration likely to be cumbersome. Operational efficiency likely to be low due to extended administrative network and the likely need for modifying guidelines.	High. Impossible to estimate all costs. However, costs of programs and capital investments would be greater than existing programs, plus duration of funding is likely to be long-term.	Unknown. Previous experience of programs suggests less than desired effectiveness. Likely to be dependent on magnitude of funding, operational effectiveness between the various departmental programs.
2. Expand Housing Programs	Requires definition of the special types of programs and assistance once programs defined, then requires guidelines for administration.	Easy to administer as could be grafted to existing programs. Operational efficiency dependent on guidelines for program administration.	Dependent on the type of programs and assistance defined. Likely to be high, based on experience of other states.	Variable. As a single purpose program overall results will depend on the scope of activity and amount of funding in relationship to needs of potential program targets.
3. Increased Use of Federal Funds and Application of CD Funding	Requires increased familiarity and sophistication in grantmanship. In addition, would require monitoring and review of federal funding as well as State guidelines for use of CD funds.	Indeterminable. Operational efficiency dependent on grantmanship skills and compatibility of CD guidelines with local needs.	Low to medium. If only increased federal funds, then only administrative cost. If CD guidelines, then cost could rise substantially.	Unknown. Same characteristics and associated problems as existing State programs.
4. Attract and Match Incoming Firms and Industries	Requires creation of permanent staff for State Economic Development and guidelines for operation	Easy to administer, adaptable to changes in needs at the urban place level. Could be grafted to ECD with relative ease.	Low. Only direct costs are likely to be administrative.	Unknown. Effectiveness dependent on marketing skills. Long-term desirable for Maryland as a location for expansion of industrial or commercial activity.
5. State Development Bank	Requires creation of a new revenue authority, capitalization and establishment of lending guidelines.	Could be grafted to ECD. Administration likely to be easy, and operational efficiency dependent on lending guidelines and amount of risk willing to accept.	Medium to High. Dependent on short-fall in need for development funds as well as scope and magnitude of lending activities.	Variable. Effectiveness dependent on types of activities financed as well as the magnitude of funding provided.

Source: Gladstone Associates.

fundings. For the most part, it is clear that existing programs and policies of the state provide only a base for implementing an urban places policy. It is likely that as an urban places policy is operationalized, techniques would be modified and fine tuned.

In light of the analysis on Table 4, it is apparent that the choice between the two basic alternatives implies a trade-off decision between policy effectiveness and cost and ease of operation. The extreme differences between the two suggests a combination of the two basic alternatives may be required. In our opinion, the choice of a combination would logically rest on:

- Other programs and policies which would implement the General Plan and reinforce an urban places policy, and
- Additional analysis of an urban places policy to determine the level of cost-benefit which is achieved during and at the end of the planning horizon.

These two factors would place an urban places policy and attendant implementation techniques into a larger framework for evaluation. On the basis of this framework, the actual choice of alternatives or combinations would be clearer.

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From previous analysis in the Technical Analysis of Urban Places, the need and desirability of an urban places policy has been established. The outline of building blocks of such a policy, preceding, translates the need into a general urban places policy for the State of Maryland with an identified focus, structure and set of implementation techniques.

The analysis of an urban places policy extends logically and sequentially from prior analysis. The policy analysis addresses itself to the major issues for future land use in the state as well as the long term viability of urban places as one important type of land resource. The policy as outlined previously reflects our interpretation of land use goals and objectives -- based on extensive discussions and review with members of the staff of the Department of State Planning. If state land use objectives -- as they presently exist -- are adopted, then it is our judgment that focus, structure and set of implementation techniques outlined would achieve them, however, should state goals and objectives relative to the future use of land substantially change, then other formulations of an urban places policy would be desirable.

THE POTENTIAL ROLE OF BALTIMORE
IN THE GENERAL PLAN: A SPECIAL
WORKING PAPER IN THE MARYLAND
URBAN PLACES STUDY

Prepared For:

MARYLAND DEPARTMENT OF STATE PLANNING

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INTRODUCTION AND SUMMARY

The City of Baltimore is the largest urbanized place in the State of Maryland, containing over 871,300 residents as of 1973 and serving as location for 495,000 jobs. Because of its size and role, Baltimore is an important consideration in the creation of the forthcoming State General Plan.

The purpose of this working paper is: (1) to review the existing role of Baltimore as an urban place in the state, (2) to identify problems and issues presently confronting Baltimore, and (3) to assess what state policies might be incorporated into the forthcoming State General Plan to reinforce Baltimore's role as an urban place.

This working paper is one of several studies on the potential role of existing urban places which are being conducted as part of the Department of State Planning's process in formulating a State General Plan. Specifically, existing urban places are being analyzed to determine what possible "development"^{1/} roles they could assume in the Plan, on the one hand. On the other hand, urban places are being evaluated to define what types of state policies may be required to assist all urban places to attain a basic standard of "habitation quality."^{2/} "Development" and "habitation quality" are technical terms used in the Technical Study of Urban Places to analyze the potential role of urban places.

^{1/} Defined as the rate of growth in an urban place. Based on the expected amount (absolute change) and rate (percentage change) of growth in the short and long run. The change results from projected increases or decreases in economic activity or in demographic composition.

^{2/} Defined as an overview of the factors which affect the desirability of a community as a place to live. These factors include the quality and adequacy of public services and facilities, the availability of housing, the availability and location of retail and recreation facilities, the local environment, and the fiscal capacity of the community to undertake capital improvements.

To systematically analyze the potential roles for urban places, each urban place in the State has been classified according to common characteristics of size, age, economic function, rate of growth, and location. On the basis of the classification system, all similarly classified urban places have been analyzed to determine their possible growth and development role within the context of the State General Plan. This detailed analysis and associated findings are contained in the Technical Analysis of Urban Places.

The City of Baltimore is treated outside the larger study -- Technical Analysis of Urban Places -- because it is considered a unique urban resource. In terms of the types of problems and issues confronting the City, Baltimore is similar to other urban places in the state. However, the magnitude and complexity of problems and issues found in Baltimore relative to other urban places in the state warrant greater attention. Moreover, the City is the historic nucleus of state growth and development. Therefore, this working paper is in response to the special character of Baltimore.

In order to review the existing role and future role of Baltimore in the context of the overall urban places study, this working paper is divided into three sections:

Section I: Reviews and organizes existing materials on the characteristics of the City of Baltimore. These provide an insight into the role of Baltimore as an urban place in the state as well as serve to dimension problems and issues which confront Baltimore.

Section II: Identifies policies currently in effect in Baltimore as revealed through interviews with several leading decision-makers. In addition to outlining policies of the City, constraints to implementing and achieving objectives implied by policies are set forth. Constraints to

implementing city policies are identified so as to provide the basis for understanding and recognizing where the General Plan might have a potential to reinforce the role of Baltimore and possibly assist Baltimore at the same time.

Section III: Describes the major elements proposed to be incorporated in the State General Plan and suggests the tentative policy orientation of the General Plan toward future growth and development in the state. More specific state policies relative to the City of Baltimore desired by representatives of the City -- as indicated during interviews -- are then identified to ascertain potential areas where the state might assist the City of Baltimore.

The principal findings of this working paper on the potential role of the City of Baltimore in the State General Plan are as follows:

- By functional category, problems which exist within the City of Baltimore are no different in type, but are substantially different in character, than those found in other urban places in the State. The principal problems identified in Baltimore are: (1) a declining population base and a change in the mix of the population to a higher percentage of black residents with lower incomes and an increasing percentage of the elderly, (2) a deteriorating housing stock and no strong evidence of market incentives for conventional real estate developers to provide new residential merchandise or a demand by middle-income families for units currently available in the city, (3) a changing employment composition, shifting away from historical dominance of manufacturing to a concentration of suburban residents employed in higher-skilled occupations and lower-skilled and service employees, (4) a decrease in the contribution of the Port of Baltimore to growth potentials in the local economy relative to other sectors of the local economy, (5) an inadequate fiscal base caused by a reduction in the population level coupled with increasing expenditure demands for social services for the remaining population, (6) a fixed physical plant which tends to inhibit major development opportunities from occurring without extensive public redevelopment of land areas, (7) a number of less than desirable social factors including a high crime rate and lower education quality compared to surrounding jurisdictions. What characterizes these problems of the City of Baltimore vis-a-vis all other urban places in the state is their severity and magnitude.

- There are two interlocking factors which jointly contribute to and reinforce problems and issues in the City of Baltimore. The first is the historical process of suburbanization of population and employment. The second is the inability of the City of Baltimore to respond to and compete with suburbanization. Realistically, the City has only limited control over either of these forces. Clearly, the only means to compete with suburbanization is to provide the same attributes which attract population and employment to the outlying counties. However, the task of attaining such a competitive position implies a level of financial commitment and public/private resources not currently available to the City.
- In response to these problems, the City has adopted a number of policy questions oriented towards future growth and development. These policies cover four functional areas: (1) future population growth within the City, (2) economic development, (3) housing, and (4) community services and infrastructure.
- Associated with the implementation of policies are a number of constraints. As indicated by the interviews with city officials and interested private individuals, there are three basic types of barriers to the implementation of policies. These are: (1) inadequate fiscal resources to undertake programs and projects in support of policies, (2) an inability to influence external decisions which affect the City, and (3) the need for increased state activities, policies, and financial support to reinforce existing policies of the City.
- Of primary importance to the City of Baltimore will be policies of the General Plan which are focused on the location of future "development" throughout the state. State General Plan policies which (1) limit suburban development and (2) emphasize the use of existing older places will have a beneficial impact on the City. The benefits which are likely to arise from such proposed state "development" policies will be largely experienced in terms of population and employment expansion in the City. These two forces are likely to have a multiple influence on upgrading the physical structure through increased demand for land and improvement of the City's fiscal base.

The findings of this working paper reflect a series of historic influences and processes which have led to the problems and issues confronting Baltimore today. Many of the policies currently in effect in the City are

aimed at redirecting these historic trends. However, equally important are current trends and influences which will have an impact on the future condition and welfare of the City.

The principal conclusion of this working paper is the need as well as the desirability of state policies to continue to assist the City of Baltimore. Based on historic evidence and the present status of the City in terms of meeting its own objectives, the need for state policies is clear. However, for what period of time and at what level of effort state policies are required is an open question.

At present, it is clear that Baltimore is not in a position to address all its problems single-handedly. Where federal assistance has been decreased, supplemental funding or overview and guidance to federal activity may be one possible dimension of state activity in Baltimore.

The long-term need for state policies may be an extrapolation of past trends, however. In the short-run, the need is clear; in the long-run, if state policies enable Baltimore to overcome existing constraints and capitalize on emerging trends -- with or without traditional federal funding -- then state policies may not be required forever in the future.

There are a number of positive trends which are being evidenced in the City which could minimize or eliminate the need for state policies in the long-run. Principal among these is the re-emergence of a few private large-scale real estate development projects occurring in the City. Real estate development can be considered here as an indicator of the level of confidence in the future of an area.

The City of Baltimore is presently evidencing a renewed interest in real estate development activity. Of the nine major large-scale development projects proposed or now underway in the region, four are

within city limits. The following two examples are illustrative of private development projects presently underway:

- A twin-village condominium development of 720 high and low-rise units called Benhurt Park-Healther Ridge has been started in the City. The project will include a mix of high-rise, garden and townhouse residences on 57 acres in the northwest section of the City.
- Downtown commercial development is moving forward. 625,000 square feet of office space, 55,000 square feet of retailing and 500-700 parking spaces are in preliminary site planning stages on 2.1 acres in the downtown. The site is between the Federal Courts Plaza and the new 40-story office tower of United States Fidelity and Guaranty Company.

The evidence of renewed real estate development interest inside the city limits is only one trend that may benefit the City over time. In addition, increasing suburban concern over the public cost of growth is another emerging trend. Energy consciousness and higher gasoline prices signal a less direct trend which is also likely to influence the future status and condition of Baltimore.

Without favorable state policies, the ability of the City to respond to and capitalize on emerging trends is uncertain. However, should state policies toward Baltimore be incorporated into the General Plan, then it is likely that the City will be in a better position to direct and govern the future.

SECTION I:
THE DIMENSION OF PROBLEMS AND ISSUES IN THE CITY OF BALTIMORE

Problems and issues confronting the City of Baltimore are similar to those which have beset nearly all central cities of an SMSA. Similarly, the problems and issues common to the City of Baltimore are fundamentally of the same type as those which can be found in nearly every other urban place in the State of Maryland. What differentiates those in Baltimore are their size, their magnitude, the high degree of public recognition, and the historic importance of Baltimore as an urban place in the State.

Like any city, there is not one single problem or issue which can be grasped and addressed as the "central" factor to be remedied in Baltimore. The purpose of this section, therefore, is to identify the dimension and types of problems and issues which exist in the City. This provides a basis to subsequently define target areas of opportunities which might arise in the formulation of the State General Plan policies.

The identification of problems and issues in the City of Baltimore has received considerable attention. Nearly all agencies and administrative staffs of the City plus independent consultants have compiled analysis and materials on the problems and issues in the City. The materials and analysis incorporated in this section do not endeavor to add new information. Rather, by using already published or collected materials, this review serves to dimension the types and nature of problems and issues common to Baltimore in order that the State General Plan can be sensitively formulated

with an appreciation of problems in Baltimore and with a view towards assisting the City in terms of the state role.

Because the underlying relationships among urban problems, issues and the role of an urban place in a state are generally not given to precise and direct quantification, the following six indicators are presented as a framework to dimension problems and issues within the City and the role of Baltimore in the State: (1) population and income, (2) housing, (3) employment characteristics, (4) structural features of Baltimore's economy, (5) municipal finances, and (6) physical factors affecting development. The six indicators do not reflect the full scope of problems and issues in Baltimore such as the high crime rate or social problems which affect the City; neither do they quantify the precise nature of the role of the City in the State. However, through the six indicators, a basic appreciation of the nature and dimension of city problems and role is gleaned. Appendix A presents supportive statistical materials which further document problems and issues identified through the six indicators.

1. Population and Income

- a. Between 1960 and 1970, population within the City of Baltimore decreased by approximately 33,000. According to state projections, population is expected to decrease by an additional 72,740 individuals to a level of 833,330 residents by 1980. The Baltimore region, (exclusive of the City of Baltimore), on the other hand, experienced an increase in population of 300,200 persons during the period 1960 to 1970 (3.5 percent annually) and by 1980 is expected to increase by another 206,010 persons (1.8 percent annually), to a total population of 1,324,610.
- b. Compared to state-wide averages for population change during 1960-1970, the City of Baltimore experienced an annual 0.4 percent decline while the entire State

increased by an average annual rate of 2.6 percent. During the period 1970-1980, the trend of decreasing population in Baltimore is expected to continue; Baltimore's population is projected to decrease by 0.78 percent annually, while population throughout the State is projected to increase at a rate of 1.42 percent annually.

- c. As of 1970, Baltimore had a high proportion of individuals 55 years and over (21 percent of the City's population compared to 15 percent for the remainder of the SMSA and 16 percent for the state). Similarly, as of 1970, the City had a lower percentage of its population in the age bracket of 25-54 years than the entire SMSA and the State.
- d. In terms of median household income (families and unrelated individuals), Baltimore households had a median income of \$8,240 as of 1970, while the remainder of the SMSA had \$12,250, approximately 52 percent higher. State-wide 1970 median household income was \$10,250, or 28 percent greater than Baltimore's.
- e. The rate of population decrease in the City of Baltimore has accelerated over the past 14 years. Between 1960 and 1965, the annual population loss in the City of Baltimore was 0.24 percent; during the period 1965-1970, it increased to an annual rate of 0.48 percent and incurred an accelerating decrease of 1.2 percent during the period 1970-1973. The SMSA, on the other hand, experienced an annual population growth rate of 1.3 percent, 1.45 percent, and 1.97 percent for the periods 1960-1965, 1965-1970, and 1970-1973, respectively.
- f. While the total population within the City of Baltimore has declined between 1960 and 1970, black population has increased. In 1960, there were approximately 328,000 black individuals in the City of Baltimore (34.9 percent of the total population). In 1970, there were 426,000 blacks in the City or 47.2 percent of the total population. This represents an increase of approximately 30 percent during the period 1960-1970. While the percentage increase in black population in the remainder of the SMSA counties is similar, approximately 22 percent, the absolute number of black individuals is significantly lower; in 1960, there were approximately 62,000 blacks (7.2 percent of the total population) in the remainder of the SMSA counties and 75,649, or approximately 6.5 percent of the total population, in 1970.

2. Housing Characteristics

- a. While the City of Baltimore experienced a 3.5 percent loss of population during the period 1960-1970, it recorded a net gain of approximately 14,000 households -- a 4.9 percent increase for this period. The increase in the number of households is attributable to a reduction in average household size. The number of households in the City of Baltimore increased in the categories of: (1) non-standard families (29.8 percent); (2) two or more unrelated persons (21.4 percent); and (3) persons living alone (56.9 percent). Traditional household formations, the husband-wife family, declined by 13.3 percent. Of significance in the change of household size is the fact that in black households non-standard families and persons living alone increased at the highest rates -- 86.5 percent and 109.9 percent, respectively. During the 1960's, total black households increased 40.1 percent, while white households decreased by 11.1 percent.
- b. Housing production in the City of Baltimore during the ten year period from 1964 to 1973 constituted only 12.9 percent (23,273 dwelling units) of the total 180,414 dwelling units constructed in the SMSA. Of those housing units constructed in the City of Baltimore, 97.6 percent were multi-family as compared to a regional average of 53.2 percent.
- c. As of 1970, 44.5 percent of all occupied dwelling units in the City of Baltimore were owner-occupied and 55.5 percent were renter-occupied. This compares to a 70-30 split between owner and renter-occupied for the balance of the SMSA. The distribution between owner-occupied and renter-occupied housing units for the entire SMSA has been shifting towards renter-occupied units. In 1960, 36.4 percent of all occupied housing units were renter-occupied; in 1970, renter-occupied housing units constituted 41.8 percent of the occupied housing stock.
- d. From the age of dwelling units -- a rough indicator of housing quality and type -- it is apparent that Baltimore City does not possess the type of housing which may be in demand by households in the SMSA. Of Baltimore's occupied housing, approximately 59.3 percent was constructed prior to 1950; furthermore, only 10.1 percent of the housing units available in the City of Baltimore have been constructed since 1960. In the remainder of the SMSA, approximately one-third of all housing units have been constructed since 1960 and only 21.7 percent of the total housing units in the remainder of the SMSA were built prior to 1940.

3. Employment Characteristics

- a. While the total number of jobs within the Baltimore region increased by approximately 24 percent to 870,000 between 1960 and 1970, the growth was not equally distributed among the region's jurisdictions. The counties of the SMSA accounted for 67 percent of the growth in jobs, while Baltimore City increased in employment by only 3 percent or 17,600 jobs. As of 1970, the City's share of regional employment was approximately 55 percent compared to 66 percent in 1960.
- b. Commutation patterns between the City and surrounding counties indicate that over 50 percent of the workers in the region live in one jurisdiction and work in another. Between 1960 and 1970, commuters from the SMSA counties to the City increased by approximately 32 percent. However, offsetting this increase was a 16 percent decrease in city dwellers who work in the City. Furthermore, a review of the characteristics of the working force indicates that an increasing number of lower-skilled workers are commuting from the City to the counties, while larger numbers of higher-skilled workers are commuting from the counties to jobs in Baltimore City.
- c. During the period 1959-1971, the composition of the employment base within the City of Baltimore underwent a substantial change. Manufacturing -- historically the leading employment sector -- declined in relative terms. In 1971, manufacturing constituted 26 percent of the city's total employment base as compared to 31 percent in 1959. Non-manufacturing industries -- particularly services, F.I.R.E. and wholesale trade -- increased in their share of city-wide employment during this period.
- d. The unemployment rate in the City has been consistently higher than the national average in recent years. In April of 1973, the average annual rate of unemployment in Baltimore County was approximately 5.9 percent compared to an adjusted unemployment rate of 10.7 percent in the City of Baltimore. Furthermore, the incidence of unemployment is not equal throughout the City. According to a special 1971 Census Bureau study, the unemployment rate in low income areas in Baltimore was considerably higher than that for the City as a whole.
- e. According to Maryland Department of State Planning estimates, employment in the City of Baltimore is expected to increase by 2.8 percent by 1980 and 6.9 percent

between 1980 and 1990. The leading sectors are expected to be civilian government employment (2.4 percent between 1970-1980 and 2.4 percent between 1980-1990); services (1.3 percent between 1970-1980 and 1.3 percent between 1980-1990); and F.I.R.E. (1.2 percent between 1970-1980 and 1.0 percent between 1980-1990). Employment in the remainder of the region, however, is expected to increase at a slower rate than in the City. Between 1970 and 1980, total employment in the remainder of the region is projected to increase from 879,200 to 1,026,300, an average annual increase of 1.6 percent. Similarly, between 1980 and 1990, employment in the remainder of the region is projected to increase at an average annual rate of 1.5 percent. Leading employment sectors in the balance of the region are identical to those in the City of Baltimore. By 1990, manufacturing is expected to decline to 14.2 percent of the total employment base in the region and 17.0 percent of the employment base in the City.

4. Structural Features of the Baltimore Economy

- a. Historically, manufacturing has been the leading economic sector in the City of Baltimore and in the Baltimore SMSA. However, from 1959 to 1971, manufacturing employment in the City of Baltimore decreased from 105,900 to 95,700 jobs -- approximately 9.6 percent. Likewise, manufacturing employment decreased for the entire region -- by approximately 2.2 percent during the period 1959-1971. This compares to a state-wide decline in manufacturing employment of approximately 4.7 percent during the period 1960-1971.

The decline in manufacturing employment is more significant when employment in manufacturing is compared to total employment. In 1970, total manufacturing employment constituted approximately 26 percent of total employment in the City as compared to 31.1 percent in 1960. Furthermore, it is projected by the Department of State Planning that manufacturing within the City of Baltimore will decline to 20.7 percent of total employment in 1980 and 17.0 percent of total employment in 1990.

The sharp decline in the proportion of manufacturing employment suggests that the economic orientation of Baltimore and the region will be redirected, and that entry opportunities for low income, low-skilled employees will be lessened.

- b. Related to the importance of manufacturing within the economy of the City of Baltimore is the role of the Port of Baltimore. As of 1973, the Port of Baltimore was the fourth largest foreign waterborne commercial handling facility in the United States -- in terms of both tonnage handled (34.6 million short tons) and value of cargo (\$13 billion). As a result of the magnitude of activities associated with the Port, its economic and employment impact on the City of Baltimore and the State of Maryland is substantial.

An April, 1975 study by the College of Business and Management of the University of Maryland indicates that, as of 1973, the direct and indirect impact of the Port exceeded \$2.5 billion or nearly 10 percent of the Gross State Product. In addition, the Port is estimated to be the ultimate source of 168,717 jobs, or about 1 of every 10 jobs in the State. The Port is also a major source of tax revenues, amounting to \$317.3 million in 1973. Baltimore City received \$115.1 million and Baltimore County received \$86.9 million.

Although the contribution of the Port of Baltimore to the economy of the City is considerable, the amount of goods handled by the Port over the past 13 years has remained relatively stable in comparison to the faster-growing ports of New York and Philadelphia. During these past years, the Port of Baltimore has captured only a nominal amount of the growth in import commerce. Overall, the impact of the Port is growing at about 3 percent per year, in constant dollars.

The inability of the Port of Baltimore to capture a larger percentage of foreign imports is related to the following: (1) as national population has shifted westward, the primary metal industries have relocated to the West and Midwest in search of new and expanded markets. Technological changes incorporated in the new western plants reduce the competitiveness of the older, East Coast plants. One of the technological changes has been the increased use of more efficient iron ore pellets from the Quebec and Lake Superior areas rather than South American ores; historically, the use of this latter ore had given rise to the locational advantage of East Coast ports such as Baltimore. (2) Baltimore has been adversely affected by rail freight rates which favor Pennsylvania over Maryland in terms of value-of-service oriented systems instead of a cost-system.

A major challenge confronting the Port of Baltimore and, hence, the City of Baltimore, is the size and capacity of the harbor. At the present time, the Port of Baltimore is maintained at a depth of 42 feet. Until recently, this was sufficient for the general cargo ship (36-foot draft) and dry bulk ship (40-foot draft, maximum). These constituted the majority of the Port's commerce. With the introduction of the more economically efficient 130,000-160,000 ton, 46-foot draft, dry bulk carriers, the Port of Baltimore has become increasingly less competitive. In order to maintain competitive position, the channel to the Port would have to be dredged to a depth of approximately 50 feet, according to the Port Administration.

The cost of dredging the channel is estimated to be \$116 million, with 1985 as the earliest possible date set for completion of the entire dredging operation. Although the dredging of the Chesapeake Channel has been approved by Congress, funding has not been received and a number of environmental problems are yet to be resolved. The dredging of the Port of Baltimore is not anticipated to be a major catalyst for new types of cargo shipments, according to the Port Administration. However, it will enable the Port of Baltimore to ensure itself against an imminent decline in import and export activities and possibly encourage the expansion of existing cargo activity.

- c. The role of government as an employer in the City of Baltimore provides a fundamental stability to the City's economy. As of 1970, there were 13,900 state and federal civilian employees in the City of Baltimore. Increasingly, state and federal civilian employment will become important to the City of Baltimore. Not only has the State constructed an addition to the State Office Complex, but the Social Security Administration (which moved from the City in the late 1950's to Woodlawn) is relocating part of its activities back into the City and is expected to eventually employ 10,800 employees in the City.
- d. As suggested by the increase in employment in the category of Finance, Insurance and Real Estate (21.3 percent during the period 1959-1971), banking and related activities are important to the overall economy of the City of Baltimore. While statistics are not available on the net inflow and outflow of funds from the City of Baltimore, it is generally recognized that the City of Baltimore is one of the major capital exporting cities on the East Coast. Indicative of its strength as a capital exporting city is the growth in employment in banking and in credit agencies

other than banks during the period 1959-1971; during this period, employment in banking increased by 53 percent, while employment in credit agencies increased by approximately 75 percent. These two sectors within the F.I.R.E. group constituted the greatest sectors of growth during the period 1959-1971.

5. Municipal Finances

- a. In fiscal year 1973, Baltimore City expenditures on a per capita basis were nearly double those of all other jurisdictions in the SMSA. Expenditures in the categories of public safety, public works, health, hospitals, social services, and recreation and parks range, on a per capita basis, were three to four times higher in Baltimore than in any of the surrounding counties. In expenditure categories -- as defined by the Census of Government -- of urban development and housing, economic development and economic opportunity, expenditures in the surrounding counties were non-existent or negligible in comparison to those undertaken within the City.
- b. Offsetting higher per capita expenditures in the City of Baltimore are higher per capita revenues. In the City of Baltimore, revenues from all sources (city, state and federal funds) on a per capita basis equal \$948.60. This is approximately 30-50 percent higher than any of the surrounding counties. By source of revenue, federal and state grants are three to four times higher to the City of Baltimore than to any of the surrounding counties. On the other hand, local property tax and other local taxes are nearly equal to or slightly above those collected by surrounding jurisdictions on a per capita basis.
- c. Inter-governmental fund transfers (state and federal) in 1970 constituted 60 percent of the difference between city-wide property tax revenues and total revenues. This compares with a 41 percent reliance on inner-governmental transfers for the remainder of the SMSA.
- d. A relatively static tax base and income level within the City of Baltimore has created a dependency on inter-governmental fund transfers to offset the rising cost of expenditures. If fund transfers are not increased according to the rate of increase in local expenditures and if incomes do not rise, then the property tax is the only means of meeting expenditures. An increase in the property

tax rate would put the City at a competitive disadvantage with the surrounding jurisdictions in terms of property tax burden and would further encourage the out-migration of industries and middle to upper-income families.

6. Physical Factors Affecting Development

- a. According to an analysis by the Baltimore City Department of Planning, industrial blight and functional obsolescence has increased since a 1962 survey of industrial properties in the City. According to the 1962 field survey, approximately 25 percent of the industrial buildings in the City were deteriorated or deteriorating and only 32 percent were in good condition. Furthermore, 42 percent of the buildings and property surveyed were more than 40 years old. Fifty-two percent of all properties surveyed had no off-street parking and 66 percent of the firms had no apparent room for expansion on their present sites.
- b. A study for the Baltimore City Planning Commission and the Baltimore Industrial Development Corporation indicated that, as of 1973, there were only 25 acres of land available in existing industrial parks. Of the 2,700 acres of vacant industrial-zoned land in the City, 1,800 acres -- approximately two-thirds -- are controlled by the railroads, the Port Authority, adjacent firms, or GSA (Fort Holabird). Approximately 200 of the remaining zoned acres are to be used for highways and other public uses and another 50 are in parcels of less than one acre. According to the study, most of the remaining parcels are unsuited for development because of existing industrial uses, poor topography and site conditions or difficulties in assembly for development.
- c. Once inner-city links to the interstate highway system are completed and the Baltimore Metro system is constructed, one of the constraints associated with industrial growth and development in the City could be eliminated. Historically, the suburban areas have prospered due to the good access afforded by the Beltway and the Harrisburg Expressway. In response to improved access, the City is currently in the process of planning a number of industrial parks and projects along the 3A interstate highway system to capitalize on opportunities resulting from an improved transportation system.
- d. Both commercial office space development and retailing in the Central Business District and MetroCenter have been stabilized by public and private efforts. Competition from regional shopping centers for retail trade, coupled with

the decline of neighborhood retailing within the City, has diminished the historic retail dominance of the center city. The development of improved transportation access (the interstate highway system and Metro) is expected to improve and maintain the future position of CBD retail. New private office space development is expected to remain modest, due to the stability of major white collar employers in the downtown. However, in contrast to suburban areas, Baltimore offers numerous cultural and sports opportunities which reinforce its dominance as a regional center.

From the preceding review of the dimension of problems, issues and role of the City of Baltimore, it is clear that there are fundamentally two factors which affect the condition and stability of the City. These can be summarized as follows:

1. Competition from the Counties for Population and Employment Resources which Historically have Centered Within the City of Baltimore. Changes in preferences, tastes, and incomes of individuals and the locational needs of employers, coupled with a federal emphasis on single family housing and the interstate system -- rather than a conscious policy determination by county governments -- have siphoned off the population and employment resources necessary to the welfare of the City of Baltimore. The City, in this process, has been left with a population base less well off -- in terms of education, employment opportunities, and income.

2. Inability of the City through Conscious Policy to Dramatically Change its Physical, Economic and Social Structure to Respond to Changing Preferences and Needs of Individuals and Employers. The fixed physical plant of Baltimore and the attendant cost of upgrading and providing competitive amenities on a sufficient scale have weakened the competitive attractiveness of Baltimore. Likewise, with a population base that requires a higher level of social services expenditures and an atrophied fiscal base (income and real property tax), the City has been locked in a circular cell whereby specific problems and issues are integrated and cannot be remedied individually or sequentially.

The dimension of problems and issues within the City of Baltimore should be viewed as symptomatic of the combined forces of (1) suburbanization and (2) the competitive disadvantage of central cities. Problems and issues in the City of Baltimore are therefore not unique in nature; they are common to all major central cities.

What is unique to Baltimore and demands attention in terms of state planning efforts is to review the manner in which the City has responded through policies and programs to (1) confront the larger trend of suburbanization and (2) change its competitive position vis-a-vis the suburban areas of the regions. These form potentials to capitalize on opportunities which may arise from the role of the City through the forthcoming State General Plan.

SECTION II: POLICIES OF THE CITY OF BALTIMORE

In response to problems and issues, the City of Baltimore has adopted a number of policies toward future growth and development. These policies reflect the City's view of a desirable future and daily public decisions to affect the future "quality of life" in Baltimore.

The purpose of this section is to determine how Baltimore is currently responding to problems and issues by attaining its desired objectives and what concerns are receiving priority. Reviewed in this section are: (1) policies of cities, and (2) constraints to the implementation of those policies. These provide an important consideration for state planning purposes. City policies and policy constraints suggest areas in which the state -- through the General Plan -- might assist Baltimore and identify a possible role for Baltimore in the State General Plan.

Policies of the City of Baltimore can be found in two basic sources:

1. In officially promulgated statements and plans which in principle serve as the "official guide" to decision-making in the City, and,
2. In the actions, decisions and program emphasis of elected and administrative officials of the City.

For the purposes of this analysis both sources have been reviewed. Appendix B sets forth the policy position of the City of Baltimore on a number of subjects as stated in existing plan and similar official documents. Formal policy of the City are difficult to analyze in terms of the number of concrete decisions based on them. Therefore, this review focuses on policy positions as revealed by officials of the City of Baltimore and

private individuals associated with the betterment of the City. More importantly, policies revealed by selected individuals indicate the emphasis of city policies.

To ascertain the present emphasis of the City of Baltimore relative to future growth and development, as well as problems and concerns in attaining growth and development objectives the following individuals were interviewed with the assistance of the Maryland Department of State Planning:

- Bernard Berkowitz, Mayor's Development Coordinator
- William Boucher, Director of the Greater Baltimore Committee
- Robert Embree, Director of Housing and Community Development
- Janet Hoffman, Fiscal Advisor
- Walter Olinsky, President of the City Council
- Larry Reich, Director of City Planning

The results of the interviews -- expressed as a composite -- are set forth in Table 1. Four functional categories are identified in Table 1 and group individual expressions of policies to form an array of the emphasis and direction the City is endeavoring to move in terms of future growth and development.

The four functional areas which were identified during the interviews are as follows: (1) future population growth, (2) economic development, (3) housing and (4) community services and infrastructure. Within these four categories are the specific policies and emphasis of the City toward growth and development -- as revealed by individuals interviewed.

Table 1.

GROWTH AND DEVELOPMENT POLICIES OF THE CITY OF BALTIMORE AND ASSOCIATED CONSTRAINTS
AS INDICATED BY SELECTED PUBLIC AND PRIVATE REPRESENTATIVES

<u>Policy (Category)</u>	<u>City Programs & Activities in Support of Policies</u>	<u>Constraints to the Attainment of City Policies</u>
<u>I. Future Population Growth Within The City.</u>	<u>I. Future Population Growth Within The City</u>	<u>I. Future Population Growth Within The City.</u>
<ul style="list-style-type: none"> - To Attract a Net Inflow of Population, Particularly the Middle Class, to Reach a Population Level of Approximately 1 Million by 1980-1990. - To Eliminate the Outflow of Existing Population. - To Persuade & Emphasize to Surrounding Counties That The City is the Nucleus of the Region -- Economically & Culturally. - To Regenerate Growth in "Older" Areas of the City as an Opportunity Accommodating New Population & Employment. 	<ul style="list-style-type: none"> - Development of Coldspring, Inner Harbor, Metro Center & Fells Point - None Specifically Indicated. - Lobbying with RPC & All Jurisdictions To Adopt Growth Policies That Would Enable Baltimore To Attract a Larger Share of Population & Employment to the City. - Revise Capital Budgeting Practice to Emphasize Physical Development Support of "Second Generation" Areas. 	<ul style="list-style-type: none"> - Existing Development Projects - Cold Spring, Inner Harbor, Metro Center & Fells Point - are Insufficient in Size & Magnitude of Number of Units to Attract & Accommodate a Population Level of Approximately 1 Million by 1980-1990. - Private Developers do not Generally Operate Within the City Due to Poor Project Economics & the Perceived Unavailability of a Market Within the City. Without the Operation of the Private Development Sector in the City, the Sheer Volume of Housing & Related Development will not be Available to Accommodate a Population of 1 Million Between 1980-1990. - The City Does Not Possess the Fiscal or Administrative Resources to Free Itself From Day to Day Activities in Order to Compete With Suburban Jurisdictions in Terms of Amenities, Service or Quality of Living Environment. - There are No State or Regional Growth Controls or Policies Which Endeavor to Balance Suburban & Urban Development.
<u>II. Economic Development</u>	<u>II. Economic Development</u>	<u>II. Economic Development</u>
<ul style="list-style-type: none"> - To Assist The Expansion & Continued Development of Metro Center. - To Encourage the Expansion & Attraction of New Manufacturing, Wholesaling & Related Firms & Industries To Locate Within Baltimore City. 	<ul style="list-style-type: none"> - Encouragement of Social Security to Relocate Expansion Downtown. - Creation of Baltimore Industrial Development Corporation. - Assemblage & Development Under the Auspices of the Baltimore Industrial Development Corporation of the Stockyards, Lower Fremont, Washington Hill, Park Circle & Ft. Holabird. - Matching of Capital Improvements Programming to Upgrade & Overcome Physical Barriers to Development Such as Blight & Economic Obsolescence in the Russel Street, Caton, Keith Avenue, Hawkins Point & Fort Holabird Areas. - Construction area Promotion of a Convention Center, New Sports Complex & Location of a Hockey Team Within the City. 	<ul style="list-style-type: none"> - The Absence of an Increased State Emphasis to Locate New Offices in the Metro Center. - There is No State Level Policy or Program To Actively & Aggressively Attract New Employment and Firms to the State & Then to Consciously Match Their Location With Compatible areas. - The City Has Only Limited Power to Control the Economic Incentives Which Would Induce Expansion of Existing Firms or Attract New Firms to the City. Favorable Tax Incentives (Corporate & Real Property) & Assistance To Underwrite the Cost of Development of New Sites Not Available From the State. - State Sponsored MIDFA Loans are Helpful to Economic Development in the City But Have Regulatory Limitations & In Total Dollar Magnitude Have an Insufficient Impact on the Rate & Amount of Economic Development Within the City. - Suburban Jurisdictions Resist Tax Base Sharing to Provide Additional Revenues to the City to Undertake Economic Development Programs Which Could Improve Its Competitive Position. - The Port of Baltimore Contributes Less Economic Benefit to the City Than is Generally Assumed. In Recent Years the Overall Volume of Importing Activity at the Port Has Remained Stable & is Concentrated in Materials (Iron Ore & Automobiles) That Have Not Substantially Contributed to the Creation of New Employment Opportunities.

Table 1.

GROWTH AND DEVELOPMENT POLICIES OF THE CITY OF BALTIMORE AND ASSOCIATED CONSTRAINTS (Cont'd)
AS INDICATED BY SELECTED PUBLIC AND PRIVATE REPRESENTATIVES

<u>Policy (Category)</u>	<u>City Programs & Activities in Support of Policies</u>	<u>Constraints to the Attainment of City Policies</u>
<u>III. Housing</u>	<u>III. Housing</u>	<u>III. Housing</u>
<ul style="list-style-type: none"> - To Provide, as a Primary Emphasis, Low & Moderate Income Dwelling Units for All the Existing Residents of the City Who are Inadequately Housed. - To Upgrade & Rehabilitate Existing Residential Units Within the City & to Construct Subsidized Housing Units on Sites Already Cleared. - To Offer Existing Residents of the City First Priority for Newly Constructed Subsidized Housing or Housing Assistance. - To Preserve Existing Neighborhoods Which Have Not Experienced Significant Deterioration. - To Provide Housing Opportunities & Environments That are Competitive With Suburban Offerings in Order to Either Attract or Retain Middle Class Families. 	<ul style="list-style-type: none"> - Public Housing, Rehabilitation Programs & Integration of Federally Funded Housing Assistance Under Section 312, & 235 Programs. - Urban Homesteading & Federal Assistance Loans for Section 312 Housing. - Sale of Housing Under the Urban Homesteading Program & Approval of Loan Guarantees Under HUD Programs. - NDP & Concentrated Code Enforcement. - Development of 3,800 Units at Coldspring, 2,000 Units at Inner Harbor & 1,500 Units at Inner Harbor West. 	<ul style="list-style-type: none"> - Federal Housing Programs (Public, Rehab. & Sections 312 & 235) Are Inadequately Funded to Provide the Number of Housing Units Required to Adequately House City Residents in need. Furthermore, Existing State Housing Programs Are Not Targeted Towards Many Families in the City who By Virtue of Income Do Not Qualify For State Programs. - Federal NDP & Concentrated Code Enforcement Programs are Only One Aspect of Preserving Neighborhoods. State & Federal Programs are Needed to Integrate Community Facilities, Education, & Retailing & Employment Opportunities. - At Present Developers & Builders Do Not Generally Operate Within the City Due to the High Cost of Land Assembly & the Need to Create a Complete New Environment -- Through Large Scale Developments. The City Cannot Afford to Subsidize Developers' Costs Due to Budgetary Limitations & State Programs or Policies Which would Improve the Present Development Economics for a Central City Location Are Insufficient.
<u>IV. Community Services & Infrastructure</u>	<u>IV. Community Services & Infrastructure</u>	<u>IV. Community Services & Infrastructure</u>
<ul style="list-style-type: none"> - To Shift Capital Improvements Programming & Budgeting From An Emphasis on Existing & Established Neighborhood, to an Emphasis on Upgrading & Locations Designated as Second Generation Growth Areas. - To Improve Police Protection & Education as Keys to Overcoming Fears & Reservations of Existing Residents & Attracting Middle Class Families Back Into the City. 	<ul style="list-style-type: none"> - Change in Mix & Emphasis of 1974 Capital Improvements Program. - Lobbying With the State For Increased State Funds for Criminal Justice Programs & Educational Services. - Lobbying With Suburban Jurisdictions to Share In The Financial Costs of Police & Education Services Within the City. 	<ul style="list-style-type: none"> - Capital Improvements Programs are Not Sufficient As Presently Funded & Affordable to Make a Major Impact on the Condition of Second Generation Growth Areas in the Near Term. - The State Criminal Justice Programs & Correctional Institutions, Do Not Appear to Recognize the "Hard Core" Criminal Element in the City of Baltimore. As a Result Baltimore is Beseet With More "Hard Core", Unrehabilitated Criminals Than Any Other Jurisdictions in the State.

Source: December 1974 Interviews with Baltimore City Officials by Gladstone Associates.

It should be recognized that due to the selective nature of the interviews undertaken, a complete array of policies as those found in Appendix B are not indicated. The outline of policies presented in Table 1, however, is sufficiently broad and representative so as to suggest that major direction and tenure of city policies as they relate to future development -- the linkage between city policies and the General Plan.

Evident from the summary of the growth and development policies on Table 1 is that there is not one single policy that unifies the various categories. This reflects the multi-dimensional character of problems and issues previously identified as common to the City of Baltimore. However, in essence, the composite of policies on Table 1 suggest the following interpretation of overall policy orientation of the City:

To actively promote and endeavor to revitalize the the City through social program development, reinforcement of fundamental economic strengths and improvement of the physical environment to increase the enjoyment and attractiveness of the City, placing first priority on serving all existing residents of the City, yet aggressively endeavoring to eliminate those social, economic and physical constraints to attracting middle income families to repopulate the City and likewise providing the opportunity and means for new and existing employers to locate and expand within the City thereby providing improved employment opportunities.

The general policy orientation of the City towards growth and development and, in particular, the specific functional policy areas indicated on Table 1 suggest that current policies are actively addressing the component of problems and issues which beset the City. However, as

outlined in Section I, it is clear that there is a considerable distance to the realization of the desired end-states reflected in the current policy emphasis.

As a companion effort to determining the policy position of the City toward growth and development, each individual interviewed was questioned as to the types of barriers which currently frustrate the attainment of policies. Table 1 also identifies constraints considered most onerous to the attainment of individual policies.

Constraints indicated on Table 1 suggest three basic types of barriers to the implementation of policies. These barriers are: (1) an inadequate fiscal base to undertake programs and projects in support of policies, (2) an inability to influence decisions made external to the City of Baltimore such as regional policies, and (3) the need for additional programs and policies at the state or federal level to reinforce policies of the City.

While it should be apparent that these types of constraints are common to all urban places in the State, they pose a significant hardship on the City of Baltimore due to the scale and magnitude of problems. However, within the context and purpose of the State General Plan, there is expected to be a specific policy orientation toward urban places.

In the next section, possible benefits from the State General Plan which might arise to aid and reinforce the policies of the City of Baltimore are explored. A major benefit of the General Plan is to establish state level policies toward the use of land. In addition, the General Plan is expected to set forth a series of "urban places" policies which could enable Baltimore to overcome barriers to implementing its own policies.

SECTION III
POTENTIAL BENEFITS OF THE
STATE GENERAL PLAN TO THE CITY OF BALTIMORE

Implicit in the dimension of problems and issues confronting the City of Baltimore is the fact that the City does not exist in isolation. As problems and issues indicated in Section I arise from factors beyond the immediate control of the City, so can possible benefits.

The purpose of this section is to outline areas in which the State General Plan -- as it is currently being formulated -- may contain direct or indirect benefits as part of an overall objective to influence all the State's resources (natural, social, economic and physical) for the benefit of all jurisdictions in the State.

Broadly, there are two principal policy orientations expected to be contained in the forthcoming General Plan. These are:

1. Conservation: these are policies to protect and preserve environmental and natural land areas throughout the State and to guide the rate, public cost and location of urbanization.
2. Development: these are policies and programs designed to channel the location of future growth and development to areas which would be of most benefit to the State.

The specific policy orientation of the General Plan will be clearly much more detailed and refined. For the purpose of understanding the broad benefits which might flow from the General Plan, the two policy orientations above provide a basic measure.

The policy focus of the State General Plan most relevant to the policies of the City of Baltimore are those oriented towards "development." While both "conservation" and "development" are reciprocal and reinforcing concepts, state policies oriented towards the location of future development in the State are likely to have the greatest direct impact on the City of Baltimore.

In principle, the "development" policies proposed for the State General Plan are concerned with directing future growth and development to three types of locations:

1. To existing urban places where a realistic and attainable market potential exists but where the use of existing urban resources would not be optimized without the policies of the State Plan.
2. To a contained edge of existing urban areas where suburbanization has historically occurred and has leap-frogged out leaving vacant land available for future development.
3. To self-supporting large planned unit developments or existing new towns which can assimilate additional population capacity.

Of importance to future growth and development in Baltimore will be General Plan policies which: (1) emphasize existing urban places and (2) influence the amount and rate of growth along the periphery of urbanized places.

Beyond the locational considerations of the "development" policies proposed in the General Plan, specific techniques and programs are required to implement policies. As a correlary focus to interviews conducted with representatives of the City of Baltimore, each individual was questioned as to the type of policies, programs, or techniques the

State (all departments) could adopt to reinforce existing growth and development policies of the City and where the State could assist in removing barriers to the implementation of such policies.

Table 2, following, sets forth responses by representatives of the City of Baltimore as to the types of activities the State could undertake to assist Baltimore. Responses indicated in Table 2 are organized according to whether:

1. They are regulatory in nature and require a change, modification or addition to current state law or programmatic in nature and require the addition of new programs or modification of existing programs.
2. They are financial assistance measures which would improve the fiscal position of the City.

The types of policies identified in Table 2 are applicable to the implementation of all growth and development policies of the City of Baltimore. From the perspective of individuals interviewed, it is clear that in order to implement growth and development policies of the a substantial increase in assistance from the State would be required.

At present, total state assistance to the City of Baltimore can be considered substantial. The Metro system under construction, plans to dredge the Chesapeake Bay Channel, state fund transfers to the City, all represent a commitment by the State to the City. However, implicit in (1) the types and magnitude of the City's activities in support of their growth and development policies and (2) the suggested types of activities which the State could initiate to reinforce and aid the City, is the fact that despite all that is presently being done, it is not sufficient to attain the objectives implied by Baltimore's growth and development policies.

Table 3.

POLICIES THE STATE OF MARYLAND COULD ESTABLISH
TO ASSIST THE CITY OF BALTIMORE AS INDICATED BY
SELECTED PUBLIC AND PRIVATE REPRESENTATIVES

Programs and/or Legislation

Establish, in conjunction with the State Plan, regulatory or policy measures to reduce and limit the amount and rate of suburban development.

Create State policies which would favor locating and developing cultural and region serving institutions such as professional sports areas and convention centers in Baltimore rather than in outlying jurisdictions.

Redefine "equalizing" funding formulas for social and educational programs in recognition of the specialized problems in Baltimore.

Continue policies to locate additional State offices within the City to reinforce the economic base.

Expand existing housing assistance and loan program to cover families and individuals untouched by current State programs and insufficiently funded Federal programs.

Create a permanent State-wide industrial recruitment campaign that would offer incentives for firms to locate in Maryland and would match a potential employer to a location most suited to the characteristics of the firm.

Expand and link local and regional public transportation from a radial system to include circumferential routes within higher density areas of the City which would better serve the total needs of city and suburban residents.

Change State water and sewer programming to reflect State growth policies and to differentiate between remedial policies to meet existing needs versus expanded capacity to accommodate future growth.

Integrate all State capital improvements programs -- water and sewer, transportation, educational facilities -- and traditional funding to be coincident and reinforcing of State growth policies.

Source: Gladstone Associates.

Financial and/or Fiscal Assistance

Institute regional tax base sharing whereby jurisdictions in the region would be required to redistribute a portion of their real property tax revenues in recognition of the regional role and function provided by the City.

Manipulate, either through tax or tariff policies the economics of location for employers and residents and the cost of development in the City to provide an attractive and regional competitive position for the City.

Expand existing MIDFA financing to increase the availability of funds for industrial development in the City.

Eliminate the policy and practice of the City expanding water and sewer lines to the surrounding counties or allow the city to price water and sewer at marginal cost rather than average cost.

By intent, the forthcoming State General Plan should have a beneficial impact on the City, improving the possibilities for implementing current growth and development policies. Beyond establishing for the first time, policies toward the use of all the State's land resources, the General Plan is expected to promulgate an urban places policy.

In the context of a state-wide orientation to urban places, the City of Baltimore is likely to be a principal beneficiary. The overall orientation to urban places is expected to be twofold:

1. To emphasize future growth and development in a selected number of existing urban places which have the physical capacity and an underlying market potential to absorb additional population and employment.
2. To improve and upgrade the "habitation quality" of all urban places, providing the types of public facilities and services which reinforce the particular role of each urban place in the State.

By virtue of size and economic role, the City of Baltimore would logically be a prime beneficiary of state resources employed under an urban places policy. The impact of the State General Plan on the policies of the City is, therefore, likely to be positive. In emphasizing future growth and development in urban places throughout the State, a major historic constraint to achieving renewed growth and development within the City is minimized -- competition at the suburban edge through land conservation.

APPENDIX A:

BACKGROUND MATERIALS ON
THE DIMENSION OF PROBLEMS AND ISSUES IN THE
CITY OF BALTIMORE

Table 1.

POPULATION TRENDS
BALTIMORE CITY AND SMSA
1960-1970

	<u>Total Population</u> ^{1/}		<u>Average Annual</u> <u>Change 1960-1970</u>	
	<u>1960</u>	<u>1970</u>	<u>Number</u>	<u>Percent</u>
Baltimore	939,000	905,800	- 3,320	-0.4%
Balance of SMSA	864,700	1,164,900	30,020	3.5%
Total SMSA	1,803,700	2,070,700	26,700	1.5%
Maryland	3,100,700	3,922,400	82,170	2.6%

^{1/} Rounded to nearest 100 persons.

Source: U.S. Bureau of the Census, 1960 and 1970.

Table 2.

POPULATION PROJECTIONS
BALTIMORE CITY AND SMSA
1970-1990

Area	Total Population		Average Annual Change			
	1970	1980	1990	1970-1980 Amount	1980-1990 Amount	Percent
Baltimore	905,800	839,100	892,000	-6,670	5,290	0.6%
Balance of SMSA	1,164,900	1,539,700	1,920,300	37,480	38,060	2.5%
Total SMSA	2,070,700	2,378,800	2,812,300	30,810	43,350	1.8%
Maryland	3,922,400	4,664,100	5,403,100	74,170	73,900	1.6%

Source: U.S. Bureau of the Census, 1970; Maryland Department of State Planning, 1980 and 1990.

AGE DISTRIBUTION
BALTIMORE CITY AND BALANCE OF SMSA
1970
(Thousands of Persons)

Category	Baltimore		Balance of SMSA		State	
	Number	Percent Distribution	Number	Percent Distribution	Number	Percent Distribution
Under 15 Years	253.8	28%	342.5	29%	1,158.7	30%
15-19 Years	155.7	17%	199.5	17%	681.6	17%
20-24 Years	106.0	12%	156.9	13%	524.4	13%
25-29 Years	96.0	10%	150.9	13%	471.9	12%
30-34 Years	107.9	12%	145.2	13%	463.9	12%
35-39 Years	90.7	10%	91.7	8%	322.2	8%
40 Years and Over	95.7	11%	78.1	7%	299.7	8%
Total	905.8	100%	1,164.8	100%	3,922.4	100%
Median Age	28.7 Years		26.6 Years		27.1 Years	

Source: U.S. Bureau of the Census, 1970.

Table 4.

MEDIAN INCOME TRENDS
BALTIMORE CITY AND SMSA
1960-1970
(In 1973 Constant Dollars)

<u>Area</u>	<u>Median Family and Unrelated Individual Income</u>		<u>Average Annual Change 1960-1970</u>	
	<u>1960</u>	<u>1970</u>	<u>Amount</u>	<u>Percent</u>
City of Baltimore	\$7,130	\$ 8,240	\$111	1.6%
Balance of SMSA	\$9,140	\$12,520	\$338	3.7%
Total SMSA	\$8,120	\$10,520	\$240	3.0%
State	\$8,260	\$11,070	\$281	3.4%

Source: U.S. Bureau of the Census, 1960 and 1970; Gladstone Associates.

Table 5.

HOUSEHOLD TRENDS
BALTIMORE CITY AND SMSA
1960-1970

	<u>Total Households</u> ^{1/}		<u>Average Annual</u> <u>Change 1960-1970</u>	
	<u>1960</u>	<u>1970</u>	<u>Number</u>	<u>Percent</u>
Baltimore	275,600	289,400	1,380	0.5%
Balance of SMSA	229,700	334,500	10,480	4.5%
Total SMSA	505,300	623,900	11,860	2.3%
State	863,000	1,175,100	31,210	3.6%

^{1/} Rounded to the nearest 100 households.

Source: U.S. Bureau of the Census, 1960 and 1970.

Table 6.

HOUSEHOLD SIZE TRENDS
BALTIMORE CITY AND SMSA
1960-1970

	<u>Household Size</u>	
	<u>1960</u>	<u>1970</u>
Baltimore	3.33	3.07
Balance of SMSA	3.59	3.36
Total SMSA	3.44	3.22
State	3.48	3.25

Source: U.S. Bureau of the Census, 1960 and 1970.

Table 7.

SUMMARY OF PRIVATE HOUSING AUTHORIZATIONS

BALTIMORE METROPOLITAN AREA

1964-1973

Area	Annual Average			
	1964-1968		1969-1973	
	Number	Percent Distribution	Number	Percent Distribution
Baltimore City				
Single Family ^{1/}	152	5.2%	102	6.2%
Multi-Family ^{2/}	2,755	94.8%	1,545	93.8%
Total	2,907	100.0%	1,647	100.0%
Baltimore County				
Single Family	2,851	43.5%	2,078	26.7%
Multi-Family	3,698	56.5%	5,709	73.3%
Total	6,549	100.0%	7,787	100.0%
Anne Arundel County				
Single Family	2,138	65.4%	3,103	66.1%
Multi-Family	1,131	34.6%	1,589	33.9%
Total	3,269	100.0%	4,692	100.0%
Howard County				
Single Family	656	70.2%	1,654	55.1%
Multi-Family	278	29.8%	1,349	44.9%
Total	934	100.0%	3,003	100.0%
Carroll County				
Single Family	641	95.0%	826	86.9%
Multi-Family	34	5.0%	125	13.1%
Total	675	100.0%	951	100.0%
Harford County				
Single Family	1,092	77.7%	1,576	69.6%
Multi-Family	314	22.3%	688	31.4%
Total	1,406	100.0%	2,264	100.0%
Total SMSA				
Single Family	7,530	47.8%	9,339	45.9%
Multi-Family	8,210	52.2%	11,005	54.1%
Total	15,740	100.0%	20,344	100.0%

^{1/} Includes one and two unit structures.^{2/} Three or more units in structure.Source: U.S. Census Construction Reports; Series C-40;
Gladstone Associates.

Table 8.

HOUSING TENURE
BALTIMORE CITY AND SMSA
1970

<u>Area/Tenure</u>	<u>Occupied Housing Units</u>			
	<u>1960</u>		<u>1970</u>	
	<u>Number</u>	<u>Percent Distribution</u>	<u>Number</u>	<u>Percent Distribution</u>
<u>City of Baltimore</u>				
Owner Occupied	125,900	54.3%	128,800	44.5%
Renter Occupied	149,700	45.7%	160,600	55.5%
Total Occupied	275,600	100.0%	289,400	100.0%
<u>Balance of SMSA</u>				
Owner Occupied	195,100	84.9%	234,300	70.0%
Renter Occupied	34,600	15.1%	100,100	30.0%
Total Occupied	229,700	100.0%	334,400	100.0%
<u>Total SMSA</u>				
Owner Occupied	321,000	63.6%	363,100	58.2%
Renter Occupied	184,300	36.4%	260,700	41.8%
Total Occupied	505,300	100.0%	623,800	100.0%
<u>State</u>				
Owner Occupied	556,400	64.5%	690,500	58.8%
Renter Occupied	306,600	35.5%	484,600	41.2%
Total Occupied	863,000	100.0%	1,175,100	100.0%

Note: Rounded to nearest 100 Housing Units

Source: U.S. Census of Housing, 1960 and 1970.

Table 9.

AGE OF DWELLING UNITS

BALTIMORE SMSA

1970

Year Structure Built ^{1/}	Baltimore City		Balance SMSA		SMSA	
	Number	Percent	Number	Percent	Number	Percent
1969 - March 1970	2,384	0.82%	13,067	3.91%	15,451	2.48%
1965 - 1968	11,277	3.90%	49,281	14.73%	60,558	9.71%
1960 - 1964	15,680	5.45%	49,082	14.67%	64,762	10.39%
1950 - 1959	45,319	15.68%	102,106	30.52%	147,425	23.64%
1940 - 1949	43,082	14.91%	48,433	14.48%	91,517	14.68%
1939 or Earlier	171,257	59.25%	72,544	21.69%	243,801	34.10%
Total	289,001	100.00%	334,513	100.00%	623,514	100.00%

^{1/} Owner and renter-occupied dwelling units.

Source: Metropolitan Housing Characteristics, U.S. Census, 1970; and Gladstone Associates.

Table 10.

SELECTED CHARACTERISTICS
PLACE OF EMPLOYMENT AND RESIDENCE
BALTIMORE CITY
1970

	<u>Number of Persons</u>	<u>Percent of Total</u>
<u>Living in Baltimore City and Working in:</u>		
Baltimore City	229,937	74.6%
Balance of SMSA ^{1/}	72,483	23.5%
Outside of SMSA	5,782	1.9%
Total Baltimore Residents ^{2/}	308,202	100.0%
<u>Working in Baltimore City and Living in:</u>		
Baltimore City	229,937	61.9%
Balance of SMSA	135,851	36.6%
Outside of SMSA	5,536	1.5%
Total Baltimore Employees	371,324	100.0%

^{1/} Includes Baltimore, Anne Arundel, Harford, Howard and Carroll Counties.

^{2/} Residents reporting a place of work.

Source: U.S. Census, Journey to Work, 1970

Table 11. LABOR FORCE PARTICIPATION RATE^{1/}
BALTIMORE CITY AND SMSA
1970

<u>Area</u>	<u>Participation Rate</u>	
	<u>Male</u>	<u>Female</u>
Baltimore City	74.3%	45.6%
Balance of SMSA	82.8%	42.2%
Total SMSA	79.2%	43.7%
State	80.4%	44.4%

^{1/} Defined as the percent of males(females) over 16 years in the labor force.

Source: U.S. Bureau of Census, 1970.

Table 12.

EMPLOYMENT PROJECTIONS

BALTIMORE CITY

1970-1990

Industry	Total Employment			Percent Distribution		
	1970	1980	1990	1970	1980	1990
Agriculture	500	200	100	0.1%	0.0%	0.0%
Mining	(D)	(D)	(D)	(D)	(D)	(D)
Contract Construction	24,500	23,100	21,300	5.1%	4.4%	3.7%
<u>Manufacturing</u>						
Durable Goods						
Primary Metals	13,300	11,300	10,900	2.8%	2.2%	1.9%
Transportation Eqpt.	11,600	10,500	10,900	2.4%	2.0%	1.9%
Other Durable Goods	23,500	18,700	18,500	4.9%	3.6%	3.2%
Subtotal	48,400	40,500	40,300	10.0%	7.8%	7.0%
Non-Durable Goods						
Food	17,300	13,000	10,900	3.6%	2.5%	1.9%
Apparel and Textiles	13,300	9,400	7,800	2.8%	1.8%	1.4%
Printing and Publishing	9,700	8,800	9,500	2.0%	1.7%	1.6%
Other Non-Durable Goods	16,200	13,700	13,800	3.3%	2.6%	2.4%
Subtotal	56,500	44,900	42,000	11.7%	8.6%	7.3%
Total Manufacturing	104,900	85,400	82,300	21.7%	16.4%	14.2%
Transportation, Communica- tion and Public Utilities	42,400	38,800	36,700	8.8%	7.5%	6.3%
Wholesale Trade	32,900	34,000	35,700	6.8%	6.5%	6.2%
Retail Trade	76,600	86,300	103,600	15.9%	16.6%	17.9%
Finance, Insurance & Real Estate	35,300	40,100	45,500	7.3%	7.7%	7.9%
Services	95,500	133,300	171,400	19.8%	25.6%	29.6%
Government	70,000	78,800	81,400	14.5%	15.2%	14.1%
Total Employment	482,600	520,000	578,200	100.0%	100.0%	100.0%

Note: Columns may not add due to rounding.

Source: Maryland Department of State Planning.

Table 13.

EMPLOYMENT PROJECTIONS
BALTIMORE SMSA EXCEPT BALTIMORE CITY^{1/}
1970-1990

Industry	Total Employment			Percent Distribution		
	1970	1980	1990	1970	1980	1990
Agriculture	7,100	5,500	4,600	2.0%	1.1%	0.7%
Mining	300	200	200	0.0%	0.0%	0.0%
Contract Construction	19,900	27,600	32,100	5.7%	5.4%	4.8%
<u>Manufacturing</u>						
Durable Goods						
Primary Metals	28,600	30,200	32,800	8.2%	5.9%	4.9%
Transportation Eqpt.	8,800	10,800	12,500	2.5%	2.1%	1.9%
Other Durable Goods	37,400	44,700	50,900	10.7%	8.7%	7.7%
Subtotal	74,800	85,700	96,200	21.3%	16.7%	14.5%
Non-Durable Goods						
Food	3,500	4,500	4,300	1.0%	0.9%	0.6%
Apparel and Textiles	4,100	5,600	5,800	1.2%	1.1%	0.9%
Printing and Publishing	2,700	4,300	5,200	0.8%	0.8%	0.8%
Other Non-Durable Goods	12,100	15,600	18,500	3.4%	3.0%	2.8%
Subtotal	22,400	30,000	33,800	6.4%	5.8%	5.1%
Total Manufacturing	97,200	115,700	130,000	27.7%	22.5%	19.6%
Transportation, Communication and Public Utilities	14,100	18,400	21,300	4.0%	3.6%	3.2%
Wholesale Trade	10,800	16,000	20,600	3.1%	3.1%	3.1%
Retail Trade	58,600	94,100	131,400	16.7%	18.4%	19.8%
Finance, Insurance and Real Estate	9,500	16,100	21,800	2.7%	3.1%	3.3%
Services	46,900	91,300	135,700	13.4%	17.8%	20.5%
Government	87,000	127,900	164,200	24.8%	24.9%	24.8%
Total Employment	350,700	512,800	661,700	100.0%	100.0%	100.0%

Note: Columns may not add due to rounding.

^{1/} Includes the counties of Anne Arundel, Carroll, Harford, Howard and Baltimore.

Source: Maryland Department of State Planning.

Table 14.

EMPLOYMENT PROJECTIONS

BALTIMORE SMSA

1970-1990

Industry	Total Employment			Percent Distribution		
	1970	1980	1990	1970	1980	1990
Agriculture	7,600	5,700	4,700	0.9%	0.6%	0.4%
Mining	300	200	200	0.0%	0.0%	0.0%
Contract Construction	44,400	50,700	53,400	5.3%	4.9%	4.3%
<u>Manufacturing</u>						
Durable Goods						
Primary Metals	41,900	41,500	43,700	5.0%	4.0%	3.5%
Transportation Eqpt	20,400	21,300	23,400	2.4%	2.1%	1.9%
Other Durable Goods	60,900	63,400	69,400	7.3%	6.1%	5.6%
Subtotal	123,200	126,200	136,500	14.8%	12.2%	11.0%
Non-Durable Goods						
Food	20,800	17,500	15,200	2.5%	1.7%	1.2%
Apparel and Textiles	17,400	15,000	13,600	2.1%	1.5%	1.1%
Printing and Publishing	12,400	13,100	14,700	1.5%	1.3%	1.2%
Other Non-Durable Goods	28,300	29,300	32,300	3.4%	2.8%	2.6%
Subtotal	78,900	74,900	75,800	9.5%	7.3%	6.1%
Total Manufacturing	202,100	201,100	212,300	24.2%	19.5%	17.1%
Transportation, Communication and public Utilities	56,500	57,200	58,000	6.8%	5.5%	4.7%
Wholesale Trade	43,700	50,000	56,300	5.2%	4.8%	4.5%
Retail Trade	135,200	180,400	235,000	16.2%	17.5%	19.0%
Finance, Insurance & Real Estate	44,800	56,200	67,300	5.4%	5.4%	5.4%
Services	142,400	224,600	307,100	17.1%	21.7%	24.8%
Government	157,000	206,700	245,600	18.8%	20.0%	19.8%
Total Employment	833,300	1,032,800	1,239,900	100.0%	100.0%	100.0%

Note: Columns may not add due to rounding.

Source: Maryland Department of State Planning.

Table 15.

EMPLOYMENT PROJECTIONS

STATE OF MARYLAND

1970-1990

Industry	Total Employment (000's)			Percent Distribution		
	1970	1980	1990	1970	1980	1990
Agriculture	29.9	20.0	13.6	2.1%	1.1%	0.6%
Mining	1.9	1.6	1.4	0.1%	0.1%	0.1%
Contract Construction	89.2	120.5	140.7	6.3%	6.7%	6.6%
<u>Manufacturing</u>						
Durable Goods						
Primary Metals	42.8	43.1	45.2	3.0%	2.4%	2.1%
Transportation Eqpt.	28.4	29.1	30.8	2.0%	1.6%	1.4%
Other Durable Goods	82.0	89.3	100.7	5.8%	5.0%	4.7%
Subtotal	153.2	161.5	176.7	10.8%	9.0%	8.3%
Non-Durable Goods						
Food	37.1	35.2	34.8	2.6%	2.0%	1.6%
Apparel and Textiles	25.8	22.8	21.1	1.8%	1.3%	1.0%
Printing and Publishing	20.1	24.3	29.6	1.4%	1.4%	1.4%
Other Non-Durable Goods	42.0	45.8	52.3	3.0%	2.6%	2.4%
Subtotal	125.0	128.1	137.8	8.8%	7.1%	6.4%
Total Manufacturing	278.2	289.6	314.5	19.7%	16.1%	14.7%
Transportation, Communication and Public Utilities	81.0	84.8	88.5	5.7%	4.7%	4.1%
Wholesale Trade	59.8	80.0	98.7	4.2%	4.5%	4.6%
Retail Trade	245.9	328.0	395.4	17.4%	18.3%	18.5%
Finance, Insurance & Real Estate	69.3	101.5	117.1	4.9%	5.7%	5.5%
Services	243.0	359.5	462.7	17.2%	20.0%	21.7%
Government	313.8	410.4	503.8	22.2%	22.9%	23.6%
Total Employment	1,411.9	1,795.9	2,136.4	100.0%	100.0%	100.0%

Note: Columns may not add due to rounding.

Source: Maryland Department of State Planning.

Table 16.

FEDERAL GOVERNMENT EMPLOYMENT
BY LOCATION IN THE BALTIMORE REGION
1960-1970
 (Thousands of Employees)

<u>Jurisdiction</u>	<u>1960</u>	<u>1970</u>	<u>Percent Change: 1960-1970</u>
Anne Arundel County	13.1	7.8	-59.54%
Baltimore City	10.9	13.9	27.52%
Baltimore County	8.9	18.5	107.86%
Carroll County	<u>1/</u>	<u>1/</u>	--
Harford County	9.1	10.1	10.99%
Howard County	<u>1/</u>	<u>0.0</u>	<u>--</u>
Total Region	42.1	50.3	19.48%

1/ Less than 0.1.

Source: Baltimore City Planning Department, Comprehensive Policy Plan,
 March 1973.

Table 17.

TRENDS IN FOREIGN COMMERCE
MOVING THROUGH THE PORT OF BALTIMORE
1964-1973

Year	Export Commerce		Import Commerce	
	Tonnage (Millions of Short Tons)	Percentage of North Atlantic Ports Tonnage	Tonnage (Millions of Short Tons)	Percentage of North Atlantic Ports Tonnage
1964	7.17	13.1%	18.06	12.5%
1965	5.88	11.2%	19.75	12.6%
1966	6.02	11.4%	20.11	12.1%
1967	4.54	8.6%	18.34	11.6%
1968	5.29	10.0%	19.90	11.3%
1969	5.94	10.4%	20.21	11.2%
1970	9.38	12.9%	22.00	11.8%
1971	6.48	12.1%	20.72	11.2%
1972	8.18	14.6%	21.00	10.3%
1973	10.32	16.5%	24.25	10.1%

Source: Foreign Commerce Statistical Report, 1973, Maryland Department of Transportation.

Table 18.

FOREIGN TRADE TONNAGE
NORTH ATLANTIC PORTS
1960 AND 1973

(Millions of Short Tons)

Port	Export Commerce		Import Commerce	
	1960	1973 Percent Change	1960	1973 Percent Change
Baltimore, Md.	4.92	10.32 109.8%	20.17	24.25 20.2%
Boston, Mass.	0.93	0.82 -11.8%	5.52	10.14 83.7%
Newport News, Va.	8.54	7.38 -13.6%	4.12	3.01 -27.0%
New York, N.Y.	7.46	6.86 - 8.1%	37.46	75.20 100.7%
Norfolk, Va.	17.44	29.19 67.4%	2.69	9.12 239.0%
Paulsboro, N.J.	0.20	0.10 -50.0%	7.35	13.85 88.4%
Philadelphia, Pa.	2.21	5.20 135.3%	20.72	40.69 96.4%
Portland, Me.	0.11	0.02 -81.8%	12.01	24.07 100.4%

Source: Foreign Commerce Statistical Report, Maryland Department of Transportation

Table 19.

EXPENDITURES BY CATEGORY

BALTIMORE SMSA

FISCAL YEAR ENDING JUNE 30, 1973

Category	Baltimore City			Baltimore County			Anne Arundel			Howard			Harford			Carroll		
	Amount (000's)	Per Capita		Amount (000's)	Per Capita		Amount (000's)	Per Capita		Amount (000's)	Per Capita		Amount (000's)	Per Capita		Amount (000's)	Per Capita	
General Government	\$ 36,747.9	\$ 42.18		\$ 11,598.3	\$ 18.19		\$ 10,873.6	\$ 33.80		\$ 2,287.3	\$ 28.31		\$ 1,737.6	\$ 13.46		\$ 1,031.6	\$ 13.56	
Public Safety	\$110,153.7	\$126.42		\$ 26,488.1	\$ 41.55		\$ 13,831.6	\$ 43.00		\$ 2,835.9	\$ 35.10		\$ 2,051.6	\$ 15.89		\$ 666.9	\$ 8.76	
Public Works ^{1/}	\$142,421.5	\$163.46		\$ 20,698.9	\$ 32.47		\$ 13,912.8	\$ 43.25		\$ 7,063.6	\$ 87.42		\$ 7,787.7	\$ 60.32		\$ 4,075.7	\$ 53.56	
Health	\$ 18,577.5	\$ 21.32		\$ 6,008.9	\$ 9.42		\$ 2,695.0	\$ 8.38		\$ 471.8	\$ 5.84		\$ 936.6	\$ 7.26		\$ 537.0	\$ 7.06	
Hospitals	\$ 29,435.3	\$ 33.78		--	--		\$ 511.8	\$ 1.59		\$ 74.3	\$ 0.92		\$ 167.8	\$ 1.30		\$ 87.9	\$ 1.16	
Social Services	\$143,349.1	\$164.52		\$ 9,213.9	\$ 14.45		\$ 9,566.6	\$ 29.74		\$ 957.2	\$ 11.85		\$ 2,847.5	\$ 22.06		\$ 1,872.6	\$ 24.61	
Correction	\$ 6,070.5	\$ 6.97		\$ 694.7	\$ 1.09		\$ 1,298.4	\$ 4.04		\$ 139.7	\$ 1.73		\$ 294.7	\$ 2.28		\$ 99.6	\$ 1.31	
Education	\$215,838.5	\$247.72		\$166,633.9	\$261.39		\$104,138.4	\$323.71		\$ 31,768.0	\$393.17		\$ 36,112.4	\$279.72		\$ 18,034.4	\$236.98	
Recreation and Parks	\$ 19,921.2	\$ 22.86		\$ 3,748.2	\$ 5.88		\$ 1,055.2	\$ 3.28		\$ 120.8	\$ 1.50		\$ 1,189.5	\$ 9.21		\$ 366.2	\$ 4.81	
Libraries	\$ 6,506.8	\$ 7.47		\$ 5,025.5	\$ 7.88		\$ 1,408.4	\$ 4.38		\$ 319.8	\$ 3.96		\$ 384.4	\$ 2.98		\$ 181.5	\$ 2.38	
Natural Resources	--	--		\$ 84.7	\$ 0.13		\$ 60.8	\$ 0.19		\$ 48.4	\$ 0.60		\$ 37.1	\$ 0.29		\$ 578.3	\$ 7.60	
Urban Development and Housing	\$ 27,787.0	\$ 31.89		--	--		--	--		\$ 40.0	\$ 0.49		--	--		--	--	
Economic Develop- ment	\$ 692.3	\$ 0.79		--	--		--	--		\$ 21.4	\$ 0.26		\$ 23.6	\$ 0.18		\$ 13.4	\$ 0.18	
Economic Opportu- nity	\$ 6,940.0	\$ 7.96		--	--		--	--		\$ 52.4	\$ 0.65		\$ 86.9	\$ 0.67		\$ 13.4	\$ 0.18	
Miscellaneous	\$ 11,940.4	\$ 13.70		\$ 15,645.1	\$ 24.54		\$ 1,103.4	\$ 3.43		\$ 427.3	\$ 5.29		\$ 625.6	\$ 4.84		\$ 763.6	\$ 10.03	
Total Expenditures	\$776,381.7	\$891.04		\$265,840.2	\$416.99		\$160,456.0	\$498.79		\$ 46,627.9	\$577.09		\$ 54,283.6	\$420.46		\$ 28,332.1	\$372.18	

^{1/} Includes highways, sanitation and waste removal and other public works expenses.

Source: Local Government Finances in Maryland, Division of Fiscal Research, State of Maryland.

Table 20.

REVENUES BY SOURCE

BALTIMORE SMSA

FISCAL YEAR ENDING JUNE 30, 1973

Source of Revenues	Baltimore City		Baltimore County		Anne Arundel		Howard		Harford		Carroll	
	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita
Local Property Taxes	\$177,596.1	\$203.83	\$120,907.6	\$189.66	\$42,113.8	\$130.91	\$17,538.0	\$217.05	\$16,375.8	\$126.84	\$10,068.1	\$132.30
Other Local Taxes	\$62,437.0	\$71.66	\$59,166.6	\$92.81	\$30,040.2	\$93.38	\$10,088.0	\$124.85	\$7,572.8	\$58.66	\$4,659.6	\$61.23
State Shared Taxes	\$42,433.8	\$48.70	\$11,381.5	\$17.85	\$5,814.3	\$18.07	\$1,636.8	\$20.26	\$2,396.4	\$18.56	\$1,902.3	\$25.00
Federal Grants	\$216,447.8	\$248.42	\$30,508.2	\$47.86	\$18,835.4	\$58.55	\$4,388.6	\$54.31	\$9,551.6	\$73.99	\$3,991.6	\$52.45
State Grants	\$207,846.0	\$238.55	\$87,795.3	\$137.72	\$74,559.4	\$231.77	\$17,060.7	\$211.15	\$20,924.0	\$162.08	\$8,613.3	\$113.18
Other Agency Sources	\$556.3	\$0.64	--	--	--	--	--	--	--	--	--	--
Miscellaneous ^{1/}	\$119,195.6	\$136.80	\$45,753.4	\$71.77	\$23,313.9	\$72.47	\$9,635.0	\$119.24	\$5,833.6	\$45.19	\$2,765.2	\$36.34
Total Revenues	\$826,512.6	\$948.60	\$355,512.6	\$577.67	\$194,667.0	\$605.15	\$60,347.1	\$746.86	\$62,654.2	\$485.32	\$32,000.1	\$420.50

^{1/} Includes revenues from licenses and permits, charges for current services, fines and forfeitures and other miscellaneous revenues.

Sources: Local Government Finances in Maryland, Division of Fiscal Research, State of Maryland.

Table 21.

PUBLIC DEBT AND DEBT SERVICE PAYMENTS

BALTIMORE SMSA

FISCAL YEAR ENDING JUNE 30, 1973

	Baltimore City		Baltimore County		Anne Arundel		Howard		Harford		Carroll	
	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita	Amount (000's)	Per Capita
Public Debt-Net												
General Debt	\$350,254.8	\$401.99	\$203,298.0	\$318.90	\$97,676.3	\$303.62	\$25,235.0	\$312.31	\$33,772.5	\$261.60	\$10,570.5	\$138.90
Credit Extended by Others 1/	\$18,044.9	\$20.71	\$42,365.5	\$66.46	\$27,162.7	\$84.43	\$3,244.9	\$40.16	\$6,165.9	\$47.76	\$3,835.6	\$50.40
Self-Liquidating Debt	\$141,538.2	\$162.44	\$122,873.7	\$192.74	\$56,564.0	\$175.83	\$31,043.3	\$384.20	\$30,276.0	\$234.52	\$3,690.6	\$48.50
Town and Special Districts	--	--	--	--	\$8,356.8	\$25.98	--	--	\$2,228.5	\$17.26	\$7,410.9	\$97.38
Total Public Debt-Net	\$509,837.9	\$585.14	\$368,537.2	\$578.10	\$189,759.8	\$589.86	\$59,523.2	\$736.67	\$72,442.9	\$561.14	\$25,507.6	\$335.18
Debt Service Payment												
Interest	\$19,637.5	\$22.54	\$16,071.5	\$25.21	\$8,398.8	\$26.11	\$2,533.6	\$31.36	\$3,161.3	\$24.49	\$1,174.2	\$15.43
Principal	\$30,085.6	\$34.53	\$27,893.5	\$43.75	\$9,080.3	\$28.22	\$2,144.7	\$26.54	\$3,170.1	\$24.55	\$1,752.0	\$23.02
Total Debt Service Pay- ments	\$49,723.1	\$57.07	\$43,965.0	\$68.96	\$17,479.1	\$54.33	\$4,678.3	\$57.90	\$6,331.4	\$49.04	\$2,926.3	\$38.45

1/ Includes credit extended by the State of Maryland for schools and by the State Highway Administration for roads.
Source: Local Government Finances in Maryland, Division of Fiscal Research, State of Maryland.

APPENDIX B:

FORMAL GOALS AND POLICIES OF BALTIMORE CITY

GOALS AND POLICIES FOR ECONOMIC DEVELOPMENT IN BALTIMORE CITY
(COMPREHENSIVE POLICY PLAN: ECONOMIC DEVELOPMENT, MARCH 1974)

Land Resources and Development

Goal: Sustain Existing Economic Activities and Attract
New Firms to Baltimore City

Policy 1. The City should continue to develop vacant or
underutilized sites for industry.

In 1971, the voters approved a \$3.0 million bond issue to create a revolving fund for acquisition and development of industrial land within the City. As a part of this program, the City, through the new public-private Baltimore Industrial Development Corporation will buy vacant or underutilized sites, make the necessary improvements (grading, utilities, streets, etc.) and then sell the property on the open market. It has been estimated that increased taxes resulting from development of formerly vacant property will provide much, if not all, of the money necessary to retire the bonds; this will allow the initial capitalization to be used for the development of additional properties. Further impetus to BIDC's function comes from the 1974 Capital Budget, where the Planning Commission calls for the appropriation of \$23,000,000 of Friendship Airport sale proceeds to acquire and develop the Fort Holabird and Seton Institute sites.

Policy 2. The City should activate a program of industrial
renewal with state funds.

State financial aid should be enlisted for industrial renewal as a substitute for federal money that has become unavailable for this purpose.

Changes in federal policies and insufficient urban renewal dollars have precluded additional industrial projects like the Shot Tower and Camden Industrial Parks. Consequently, the City has prepared a legislative proposal which would permit the State to make outright grants to subdivisions for economic renewal when costs of property acquisition, demolition, relocation and site improvements (utilities, streets, etc.) exceed income from sale of sites to private industry. Criteria for state aid would include the percentage of people un-or under-employed in the community and the percentage of families below the poverty line. Some fifteen areas in the City have already been identified for industrial renewal.

Policy 3. The City should promote the use of available low interest loans for expansion and renovation of industrial properties.

Low interest loans are available to industry for capital expansion through the Maryland Industrial Development Financing Authority (MIDFA) and through city industrial revenue bonds. The applicable interest rates are effectively lower than conventional rates because of the tax free status of the securities. These resources should be publicized and exploited to promote industrial growth by private firms in the City, including improvement and expansion of older industrial properties.

Policy 4. The City should assist existing industrial firms to expand and renovate their plants through small unassisted urban renewal projects as well as MIDFA financing.

Existing industrial firms are often constrained in expanding or renovating because of the difficulty of acquiring surrounding properties.

This is a contributing factor to some firms leaving the City. Where it is not in conflict with residential stability and development objectives, the City should use its eminent domain power through the urban renewal process to acquire properties, clear them and sell land to industrial firms to permit expansion and/or improvement of plants. In most cases, this can be done without any subsidy in the form of land write-down. In combination with MIDFA financing, this can be a powerful tool for retaining firms.

Policy 5. The City should use its capital improvement program to guide industrial and commercial developments.

The City must coordinate its capital improvement programs for roads, sewers, and water supply to maximize opportunities for new economic development. In this connection, the construction of major transportation improvements such as the 3A Interstate Highway system and the mass transit system should be the basis for new economic development opportunities and intensification of existing development. To capitalize on these investments, a coordinated approach to joint and collateral development involving city, state, and federal agencies will be needed.

Policy 6. The City should continue the revitalization and expansion of the Metrocenter area through federally assisted, as well as unassisted urban renewal, and through privately planned development.

The Charles Center and Inner Harbor Renewal Projects have utilized federal (and local) urban renewal funds to create additional commercial and service jobs and to raise the tax base in the Metrocenter area. This development should be continued through the use of federally assisted

urban renewal -- e.g., the provision of a Metrocenter site for a 600,000 square foot Social Security office building as such funds become available. In some parts of Metrocenter, development can be continued through urban renewal without federal assistance. In other areas, no public assistance will be needed, but suitable developmental regulations will be needed to assure optimal development as part of an overall Metrocenter plan.

Policy 7. In conjunction with the revitalization of older community shopping districts, sites for commercial use should continue to be made available through the urban renewal process on both a federally assisted and non-assisted basis.

Federally assisted renewal of older community commercial areas, such as the Pennsylvania Avenue and Gay Street shopping districts, should be applied in other commercial areas as funding becomes available. Incorporation of such non-residential uses in plans for renewal of deteriorated neighborhoods contributes to the economic base (employment and taxes) and improves services to surrounding communities.

Meanwhile, modest upgrading of some commercial areas can be carried out without federal aid. As a pilot program, revitalization efforts in three older community shopping centers -- East Monument Street, Waverly shopping area (Greenmount Avenue), and Light Street in South Baltimore -- have been initiated by the Mayor's Advisory Commission on Small Business, focusing on building facades, off-street parking, street furniture, signs, street lighting and advisory services. State legislation is being considered to provide a small business rehabilitation loan program in conjunction with planned improvement of business districts. A \$2,000,000

program of this type has been recommended in the Planning Commission's FY 1974-79 Capital Improvement Program. The neighborhood center as provider of commercial, cultural, recreational and social services is the context in which expansion of this program is conceived. A coordinated approach and active participation of city agencies will be necessary to the program's success.

Policy 8. Allocation of land for economic development should be in accordance with a system of priorities for both use and location.

A priority system should favor employment intensive uses offering jobs to the City's many unskilled and semi-skilled residents. Other criteria are the prospects for improving wage levels in an industry, minority group participation, and potential tax returns to the City. In addition, it would be wise to concentrate on firms that are most likely to remain in Baltimore because of dependence upon particular locational advantages offered by the City, such as better access to blue collar labor supply and the availability of public transportation.

Geographic priorities should also be based on accessibility to one or more modes of transportation (road, rail and water) and to joint development opportunities. The work of the City's Department of Planning and the Urban Design Concept Associates has pointed out that construction of major new transportation facilities will create valuable opportunities for economic development. When accessibility and visibility of land are improved its usefulness may increase dramatically.

Human Resources

Goal: Increase Private Income of City Residents

Policies relating to human resources must be viewed in both short and long range terms. Baltimore City harbors a large pool of marginal, unskilled and semi-skilled workers, most of whom are young and black. Because of their inexperience, lack of skill and minority group status, these people are faced with frustrating difficulty in entering the labor market. It is easy for them to become labor force drop outs and the unemployables of tomorrow. In view of this, short range policies must focus on providing jobs for the unskilled, along with a breaking down of discriminatory hiring and promotional practices. Because growth industries are requiring higher and higher levels of skill and education, longer range policies must focus on educational and training programs to match skills in the labor force with changing requirements of industry.

Policy 9. The public educational system should develop, for the short range, programs that enable students 14 years and older to secure gainful employment upon leaving school.

The young experience the most trouble in finding work upon leaving school. The public schools must equip these young people to function effectively in an increasingly demanding labor market. Traditional vocational training is not enough. The effort must include evaluation and counseling for those not in technical or college preparatory programs. Individuals must be directed to training programs which are linked to on the job experience and which will lead directly to full-time actual

employment. Once a person is placed in a job, follow-up procedures may be necessary to help him to stay among the gainfully employed. Work incentives for young people must be strengthened in the educative process. The "educational contract" may be a way of focusing student and school system responsibility in this area.

Policy 10. Short range training and placement activities for unemployed people, particularly those aged 16-21 years, should be centrally coordinated within City Government.

Responsibility for the coordination of various programs related to job opportunities has been in the Mayor's Office, where the effectiveness of each program can be evaluated and additional needed efforts readily identified and promptly acted upon. This is a desirable situation and should be continued. As a specific manpower training priority, it is recommended that resources be concentrated on the age group between 16 and 21 -- the new entrants to the labor force who have the highest unemployment rates. Special programs like the Neighborhood Youth Corps must be directed toward employing the high school drop out. This group suffers higher rates of unemployment than any other group in the labor force.

Policy 11. Long range policies of the City should focus on upgrading the educational level of its residents so they can qualify for jobs in the future.

In Baltimore, reading scores, drop out rates and grades completed fall below national norms, while the City's growth industries call for higher and higher levels of education. It is therefore necessary to

revamp our educational and training programs to upgrade the skills of the labor force so that as many members as possible can be adequately competitive in the labor market. A few examples of this direction are: the tuition support program for city employees, the Metropolitan Urban Corps which pays needy college students to work in public agencies on a work-study basis, and the Planner Development Program in which paid internships at planning agencies are offered to minority group students enrolled in urban studies programs. In many respects, long range approaches to solving problems affecting the quality of the labor force represent no more than a strengthening and expansion of programs already underway. The success of these efforts is critical to the production and maintenance of a labor force capable of sustaining gainful employment in the midst of an economy influenced by high rates of technological change and shifting needs for services.

Long range educational and employment policies should be directed, then, at achieving the following major objectives:

- * Reduction in the number of high school drop outs.
- * Expanded opportunities for student work-study arrangements, both at the secondary school and college levels.
- * More programs in the community colleges to train needed paraprofessionals for participation in the operation of vital public services, including health care, education and various social services.
- * Opportunities for continuing education for technical and professional workers in both the public and private sectors.
- * Industry sponsored training programs for high school and college students.

- * Elimination of discriminatory practices in hiring and promotion of blacks and women.
- * Extension of free public education at the community college level or beyond.

Policy 12. The City should continue to work toward increasing the accessibility of city residents to jobs, both to those located in the City as well as those in suburban locations.

With increasing suburbanization of the labor market, it is important to be able to link employees with jobs through transportation. This will require an upgrading in the general level of available transportation (e.g., full development of the regional rapid transit system and improvements in regular bus services) as well as development of specialized services to ensure that employees can get to work. Recent experience with Baltimore's Jobs Express Transportation (JET) program has proven that inadequate transportation or insufficient knowledge about possibilities for getting to work does impede fuller employment.

Municipal Finance

Goal: A Sound Fiscal Base for Baltimore City

The ideal solution to the City's fiscal plight, where costs of government mount faster than revenues, is to increase the income levels of its tax-paying residents. One route is jobs for the unemployed and higher wages for the already employed. Another route is through redistribution of the population, so that rich and poor are more evenly distributed throughout the region. To accomplish this, the City would have to attract

middle and upper income families back into its confines while the suburban counties would have to provide housing and amenities to the poor; because this is not likely to occur in the near future, more immediate measures for increasing city revenues are designed to sustain and increase real property values in Baltimore and to secure additional funds from outside the City.

Policy 15. The City must at least maintain and possibly increase its real property base by sustaining and attracting economic activities.

Policies for developing and redeveloping industrial and commercial sites have been discussed in a previous section on Land Use and Development. Industrial and commercial users of land pay real property taxes and employ tax-paying workers. Those workers who also live in the City pay taxes to the City in the form of the "piggy back" feature of the State's income tax.

Policy 16. The City should avoid further increases in the property tax rate.

The current tax rate of \$5.85 per \$100.00 of assessed value is the highest of any jurisdiction in the region. Baltimore should not increase the rate any more. An excessively high property tax rate not only inhibits new development, it also encourages outmigration of upper and middle income people to the suburban counties, leaving behind the poor who are without other housing alternatives. The final result is physical deterioration of existing property, reduction of assessed values and further

increases in the tax rate. The cycle is self-perpetuating and financially devastating.

Policy 17. The City must secure increased funding for public programs from Federal and State Governemnts.

Through federal and state grants-in-aid and revenue sharing the taxpayers at large help to support the central cities. Baltimore City has, in the past, been relatively successful in securing Federal support for its programs. Federal monies have played a significant role in developing the City's expressway system and urban renewal programs and can be expected to play a crucial role in the construction of a rapid transit system. Assistance has also come from Washington for neighborhood multi-purpose centers, open space acquisition, health facilities, and welfare programs. The City should continue its efforts to secure federal assistance for programs important to its viability.

State aid is becoming increasingly important to education and also is playing a larger role in recreation, open space and transportation facilities financing.

As revenue sharing replaces special purpose funding, the local decision makers who allocate these revenues to various service programs must establish a set of priorities that are in the best interest of the City and its residents. Not the least among such priorities will be economic development.

Policy 18. The City should work toward reform and expansion of the state income tax as a source of municipal revenue.

As the income tax is more responsive to changing economic conditions, and a more adequate measure of personal wealth than the property tax, the City should press the State Legislature for tax reform. The current state income tax provides through the "piggy back" provision a rebate to the City and the other subdivisions. This rebate is directly influenced by the wealth of a jurisdiction's inhabitants, the wealthier counties getting the highest per capita rebates and vice versa.

A simple increase in the rate of the income tax, however, is not an appropriate answer to the need for additional revenues. Much more desirable would be a tax program which recognizes that services are provided both to residents and to non-residents who make demands upon the City. Another policy in this section notes the inequities that exist with regard to certain facilities and services provided by the City but used, in large measure, by non-residents; and the policy suggests a method for distributing these costs more equitably. However, there are other services imposed upon the City by the demands of non-residents which would not be so easily resolved. Examples are: the costs of providing streets and traffic control to facilitate movement of commuters; police and fire protection for this same group; and the costs of maintaining public housing to meet needs of low-income groups for whom the metropolitan counties do not provide. All of these are services for which the present funding system is inequitable.

A more equitable approach would be one which recognizes the relationship between tax burden and job location and which splits the income "take" between jurisdiction of residence and jurisdiction of employment. Not only

would such an approach distribute tax money in a fairer manner, it would also ensure that tax rate differentials do not become a major factor in locational decisions of households and industries.

Policy 19. The City should expand cost sharing programs with other jurisdictions in the region.

The costs of supporting non-revenue producing programs, while onerous, are more tolerable when they are borne largely or entirely by the users of these. When only one sector of the population, however, must bear the costs of providing services which are also consumed by another group of users, a situation of equity no longer exists.

In many areas, this is the situation that exists with respect to facilities provided by the City of Baltimore which, because it is the center of the region, provides a wide variety of facilities which are used by suburban residents. Examples are the Zoo, Stadium, Pratt Central Library, the Symphony and the museums. To the extent that city tax-payers bear the costs of these facilities they are subsidizing suburban residents a luxury which the City and its tax-payers can ill afford. A more equitable system of funding could come about by the State's assuming costs, or by an adequate system of user fees. The State has recognized the Central Pratt Library's as a state resource and is providing part of its operating budget. This type of funding should be expanded and extended to other facilities such as the Zoo and museums.

Policy 20. The City should consider extending its policy of user charges for utilities to cover other city services.

User charges are imposed for water supply and waste water services. It has been suggested that certain other direct services to property -- e.g., solid waste collection and disposal -- be financed by user charges. This could be applied to presently tax exempt properties as well as other properties.

Policy 21. The City should carefully review the status of tax exempt real property to ensure that these exemptions continue to be warranted.

The practice of a government's granting exemptions to non-profit and/or charitable institutions is one of long standing in this country. The justification for such exemption has always been that groups such as churches, schools and the like render a valuable service to the community and ought, therefore, to be exempt from taxation. Although we see no reason to question this practice, we believe that the status of exempt real property in the City should be examined to ensure that it is being put to uses consistent with the tax exemption. Of particular concern would be vacant land carried as exempt despite the fact that no public interest is served by it.

Policy 22. In the city budgeting process, periodic review of existing programs should be undertaken to determine their effectiveness. Those which are determined to be ineffective or inefficient should be modified or eliminated.

The development of a budget for a billion-dollar organization is an enormously complex task. City Councilmen are often hard-pressed to maintain control over the budget because of its vast number of programs. The

reviewing agencies, primarily the Finance Department but also the Department of Planning for the Capital Budget, do not have sufficient staff resources to undertake the detailed program evaluations required to maximize cost effectiveness and efficiency. Under the recent federally assisted Community Renewal Program, limited work in analysis of housing, recreation, health, sanitation and day care service programs was undertaken with some success. Efforts should be maintained to continue such program analysis on a regular basis. In the current Comprehensive Planning and Management Program -- also federally assisted -- staff have been designated to work closely with the Mayor's Office in furthering this objective.

Under the desired arrangement, the City's budgetary process would include periodic reviews of each municipal program to determine whether or not it is actually achieving its objective and justifying its costs. If, for example, the costs of municipal garbage collection exceeded those which would be charged by private collectors, it very probably would be in the public interest for the City to contract for this service commercially. Cost-effectiveness studies would be appropriate for considering contracting arrangements for such other tasks as motor vehicle maintenance, aspects of education, mapping, drafting, etc. In any case, the tax-payers should be aware of the program options which exist and their cost and effectiveness implications.

Policy 23. The City should continue to encourage use of private financial resources in programs of importance to the City.

There is ample evidence that the costs of undertaking redevelopment of obsolete parts of the City's environment and of providing services required by the population are probably beyond the financial capabilities of the City Government to handle. In fact, there is no adequate justification for expecting the City to solve all the problems. Other interests should shoulder at least part of the financial burden. Resources provided by our business community, for example, have proven vital to maintaining a number of programs operating in the public interest, such as downtown renewal, creation of the Baltimore Industrial Development Corp. (again, in partnership with the City), and support for cultural and medical institutions.

In the past the City has benefited from participation of community non-profit groups in the construction of housing for low and moderate income families, including housing for the elderly. This pattern should be continued. The City also has profited from involvement of churches and other citizen groups in the provision of day care centers and recreation programs; more can be done in this area as well.

A healthy partnership between public and private organizations which makes use of both money and energy from outside City Government could have an important effect upon conserving the City's financial resources as well as improving the quantity and quality of what gets done. The City Administration must continue to provide leadership in this difficult process.

Economic Development Planning and Coordination

Goal: Coordination of Land Development and Other Physical Development Policies and Programs That Deal With Economic Development With Those Dealing With Human Resources and Municipal Finance

Coordination of economic policies for Baltimore and their integration with physical components of the Comprehensive Plan begins with a statement of economic trends and recommended policies. If policy planning is to result in effective development programs, the efforts of one agency have to be coordinated with those of other city, state and regional bodies oriented to economic planning and development. At the city level, this coordination can best be accomplished through research and planning activities directed by a body responsible to the Mayor and capable of taking a wide view of city economic problems and opportunities. Such a body might well be the Mayor's Council of Economic Advisors.

Policy 24. The City should support long range planning and economic analysis of Baltimore City and the region.

Cooperative efforts among several agencies with economic research activities should be continued. Analysis of the regional economic structure, its strengths and weaknesses will help to identify the economic activities most appropriate for city investment. Current and accurate information on characteristics of the resident population and labor force can help in developing economic policies and programs to increase income levels and develop job opportunities.

Policy 25. The Mayor's Council of Economic Advisors should be the coordinating body for economic development in Baltimore.

The Mayor's Council of Economic Advisors was established early in 1972 to meet the need for a coherent economic strategy for Baltimore City.

The Council consists of twenty-six persons selected from the business community, local colleges and universities, and local government. The group subsequently recommended creation of the public-private Baltimore Industrial Development Corporation. Its next responsibility is to analyze Baltimore's economy and recommend to the Mayor a detailed plan for future action. In developing an economic strategy for the City and in adopting a related set of policies, the Council will be serving to coordinate and provide guidelines for the work of various public groups affecting economic development in the City. This work includes the choice of areas to receive urban renewal attention by the Department of Housing and Community Development, the assistance to industry provided by the City's Department of Economic Development, job training and development activities of the Mayor's Office of Manpower Resources, the economic development related proposals contained in the City's Capital Improvement Program. Information assembled by the Department of Planning on economic indicators will be valuable to the Council in fulfilling its role.

The Council of Economic Advisors might structure itself into three functional committees: land use and development; manpower training and education; and municipal finance. The chairmen of these sub-groups should constitute a coordinating committee to develop and maintain a set of economic policies and to oversee their implementation. As changes in conditions affecting the economy lead to new policies and programs, the Council will be in position to integrate them into its overall strategy for promoting an economically viable City.

ECONOMIC GOALS AND POLICIES FOR BALTIMORE CITY
(OVERALL ECONOMIC DEVELOPMENT PROGRAM, MARCH 1974)

Goals and Policies

- I. Sustain Existing Economic Activity and Attract New Firms to Baltimore City
 - A. The City should continue to develop vacant and underutilized sites for industry.
 - B. The City should assist existing industrial firms to expand and renovate their plants through small unassisted urban renewal projects.
 - C. The City should use its capital improvement program to guide industrial and commercial development.
 - D. The City should continue the revitalization and expansion of the Metrocenter area through federally assisted, as well as unassisted urban renewal, and through privately planned development.
 - E. Allocation of land for economic development should be in accordance with a system of priorities for both use and location.
- II. Increase Private Income of City Residents
 - A. The City should seek to attract employment with low-skill entry level requirements particularly suitable for 16-21 years olds and for black 22-25 year olds.
 - B. The City should place special emphasis on the attraction of high labor-intensive manufacturing industries.
- III. Promote a Sound Fiscal Base for Baltimore City
 - A. The City must at least maintain and possibly increase its real property base by sustaining and attracting economic activities.
 - B. The City should continue to encourage use of private financial resources in programs of importance to the City.

IV. Coordination of Land Development and Other Physical Development
Policies and Programs that Deal with Economic Development with
Those Dealing with Human Resources and Municipal Finance

- A. The City should insure continuity between manpower training and public education, and employment development in the City.

GOALS AND OBJECTIVES FOR METROCENTER
(METROCENTER/BALTIMORE TECHNICAL STUDY, JUNE 1970)

Context of Goals and Objectives

The goals for Metrocenter respond to some of the existing demographic characteristics of the region. Among them are the concentration of the poor, the unskilled, the uneducated and the blacks of the Inner City. Other factors are the practices of discrimination which deny the poor, especially the black poor, full access to the regional housing and job market.

The above goals respond to these characteristics by saying that not only should Metrocenter serve the region but it should also be a place to serve the employment and educational needs of the Inner City while contributing to the maintenance of the City's financial independence. At a time when the City's middle-income residents continue to move to the suburbs, when ghetto residents demand control over their own destinies, and when the City is increasingly reliant on Metrocenter to provide tax revenues for city services, this is difficult to achieve.

The goals, however, do not intend to imply acceptance of the above characteristics of existing regional demographic structure. The strong conclusion is that the regional housing and job market should be made accessible to present ghetto residents and that the poor -- black and white -- should be provided the resources necessary to the pursuit of their own destinies. In turn, plans and programs for Metrocenter development should not be conceived as defensive but rather as constructive responses to the City's and region's needs.

1. To Increase the Number and Variety of Jobs in Metrocenter

Metrocenter is by far the region's largest single employment center. If the City cannot attract white collar employment to Metrocenter, it probably cannot attract it to other locations in the City.

The objective of increasing the total number of jobs implies an emphasis on space-intensive uses at the expense of space-extensive uses.

Thus offices would have priority over most wholesaling and manufacturing production functions. The objective of increasing the variety of jobs implies an emphasis on supplying low-skilled as well as higher-skilled occupations in Metrocenter. Thus governmental functions and medical institutions might receive priority, because they supply substantial proportions of service and laborer jobs

which are immediately accessible to low-skilled workers. Underlying the specific goal, perhaps, is a broader conception of the role of Metrocenter as a place of opportunity and interchange. By providing jobs at a variety of occupational levels, Metrocenter increases its chances of responding to the needs of Inner City residents for jobs of all kinds--for low-skilled jobs immediately available; for resources to improve job skills; and for higher-skilled jobs in growth industries. No other regional center is in a position to perform all three roles as effectively as Metrocenter. By providing a large number of jobs, Metrocenter will continue to draw upon the skills of the entire region, not just a portion of it. The resulting interchange is considered crucial to any fundamental progress in relieving current urban tensions.

2. To Maintain Metrocenter's Role as the Administrative Center of the Region

Administrative functions in Metrocenter include finance, business, legal and professional services and government. These are functions which require frequent interchange and fact-to-face contact. Such activity is facilitated by concentrated intensive development. Metrocenter, which has developed its role as regional administrative center during Baltimore's past development, should maintain it in the future.

Underlying this goal is a belief that the hierarchical organization of activity centers in the Baltimore region should be maintained. Though there has been much discussion in planning circles about the relative efficiency of various regional forms (hierarchical, multi-nucleated, linear corridor, etc.) the results have been inconclusive. Moreover, the arguments smack of intellectual dilettantism. In the case of Baltimore, the region has developed historically in a hierarchical pattern with what we now call Metrocenter as still, by far, the largest center. The major readjustments and shifts of regional activity, employment and infrastructure, which would be necessary to establish a radically changed multi-nucleated (or any other) regional pattern would be extremely costly in private and public terms and would not create demonstrable benefits in regional economic efficiency.

Of course it's a matter of degree. In fact Towson, the Social Security complex at Woodlawn (now approaching 15,000 federal employees alone and eventually 30,000) and Columbia with a projected employment of 59,000 are already and will in the future be important centers. They demonstrate that there is plenty of scope for competition and change within the present hierarchical pattern.

3. To Raise the Level and Increase the Scope of Metrocenter Services for the Baltimore Metropolitan Area.

Metrocenter is unique among regional centers in its variety of educational, medical, religious institutions; its entertainment and cultural functions and its historic buildings and places, and in its central location.

These functions have linkages among one another and with the Metrocenter administrative functions. The development of the administrative role of Metrocenter should be accompanied (and is promoted) by the development of its institutional and cultural services. The goal implies continued efforts to promote further development of a distinctive, high quality environment in Metrocenter.

Underlying this goal is an affirmation of the uniqueness of Metrocenter among regional centers. Because it is unique in its physical and cultural variety, its relative importance among other regional centers should be maintained. Its uniqueness is one of the most attractive aspects of Metrocenter as a location for potential new development.

An obligation of Metrocenter's unique central location in the region is to provide the rights-of-way and transfer points for major transportation routes. This is of course also an opportunity.

4. To Attract as Intense and Diversified a Viable Mix of Symbiotic Activities, Businesses and People as Possible.

Underlying this goal is the assumption borne out by numerous studies that the regional potential for Metrocenter-type activities is increased if they can be grouped in mutually supportive situations, using the same services, and creating job interchangeability without locational disruption. The result of this mutually advantageous association of dissimilar activities is assumed to be a heightening of total aggregate activity, and a more exciting, lively and varied human experience.

The activities act as good environments for each other, and as the region grows will aid in making possible, and more likely, personal contacts between members of the regional community.

By introducing housing as a major element of such a mix, work trips are reduced, day-time activities can more easily continue as night, and the general nature of the environment is enhanced by residents interested in a kind of urban living found nowhere else in the region.

5. To Seek Out and Promote Programs and Projects in the City and Region that are Mutually Compatible with Metrocenter Goals.

An assumption of this goal is that most residents of the City and many in the region have an "interest" in Metrocenter. In some cases this interest is direct and recognized, e.g. job, property, cultural, or recreation activity, etc. In many, the nature of the interest is indirect and not clearly recognized.

In one example, schools are dependent on taxes; the City's tax position is enhanced by Metrocenter development, but people who live in the City may not make the connection that Metrocenter taxes help build schools. In another example, expressways relieve local traffic in adjacent neighborhoods as well as Metrocenter neighborhoods whose residents can then benefit by elimination of congestion. In still a third, while it is true that subways lead to Metrocenter from the suburbs, they also provide service to otherwise inaccessible places. Without these intraregional means of transportation, freedom of choice of places to work and live are inhibited. Metrocenter's connection to these routes, while not incidental, is by no means their only reason for being.

6. To Increase City Tax Revenues.

The central City, beset with increasing demands for social services at a time when many tax-paying industries and middle-income residents are moving to the suburbs, is in a critical financial situation. If it is to maintain fiscal self-sufficiency, it must attract not only tax-producing (private) functions, but also growth industries, i.e. those which expect more than their share of regional growth. This places the City in direct competition with the suburbs. Metrocenter is one place in the City which has substantial potential for attracting tax-producing growth functions.

Therefore, this goal implies major efforts to increase the competitive advantage of Metrocenter by providing greater regional accessibility and by improving environmental aspects of Metrocenter functioning. The goal may also imply new service taxes to compensate for the many city services provided to tax-exempt properties.

The underlying concept behind this goal is that the City can best serve its citizens by striving to maintain its fiscal independence; and that a decline into a state of fiscal dependence would greatly impair its ability to respond to social needs.

THE POTENTIAL ROLE
OF URBAN PLACES IN MARYLAND
TECHNICAL ANALYSIS

A study of (1) the characteristics of Maryland's existing urban places, (2) the potentials of these places to fulfill the goals of the State General Plan and (3) the need for an urban places policy in the Plan.

Prepared For

THE MARYLAND DEPARTMENT OF STATE PLANNING

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ABSTRACT

This is the technical analysis of the potential role of urban places in Maryland. In this analysis, all of the urban places in the state are evaluated to determine their basic potential for fulfilling objectives of the forthcoming Maryland General Plan.

The technical analysis of the potential role of urban places is based on four interlocking elements. These are: (1) The General Plan objectives for urban places, (2) a classification system of urban places, (3) a survey of problems, opportunities and issues in urban places, and (4) a statistical crosstabulation of problems, opportunities, and issues in urban places by the classification system characteristics of urban places. These four elements yield the determination that there is a need for an urban places policy in Maryland.

On the basis of the determination that there is a need for an urban places policy, the impact of existing programs and policies

(state and federal) are reviewed. This review establishes a base from which to outline where gaps and deficiencies exist in the array of implementation devices available to effect an urban places policy. With gaps and deficiencies in existing programs and policies identified and the need and potential for an urban places policy determined, the framework for the design and formulation of such a policy -- in a subsequent study -- is established.

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SECTION I: INTRODUCTION AND OVERVIEW

This report is the technical analysis component of a study of the potential role urban places can fulfill in the Maryland General Plan. As a general guide and orientation to materials and analyses following, it is recommended that the "Introduction and Summary" to this report -- under a separate cover -- be read first.

The materials and analyses in this report cover a wide range of considerations relative to the present and potential role of Urban Places in the State of Maryland. The purpose of technical analysis is to systematically explore urban places -- from a policy point of view -- to determine what potential urban places possess to fulfill objectives of the Maryland General Plan.

An analysis of this kind is, by nature, complex. To provide a means to bridge the detailed analysis to the general conclusions. This study is divided into two components. The "Summary and Introduction", previously, sets forth the findings on urban places in the context of planning efforts of the Department of State Planning. This report, on the other hand, is the in-depth analysis of urban places leading to the conclusions.

The Concept of "Urban Place," "Objective" and "Policy"

For the purposes of this study, specific meanings have been attached to the terms "urban places," "objectives" and "policies" of the General Plan.

- Urban place is broadly defined as any concentration of population in a recognizable urban form, including places containing as few as 20 persons. All defined "places" as reported by the U.S. Bureau of the Census are included.

- Objective is used consistently throughout the study to connote the broadest and most generalized aims and goals the state could have for urban places. Policy, on the other hand, is used to identify approaches by which objectives are achieved.

The Relationship of Urban Places to the Objectives of the General Plan

This study is concerned with the relationship, present and potential, between Maryland's urban places and the objectives of the General Plan. In order to clarify the relationships involved, the following five questions are addressed and evaluated to determine the desirability of an urban place policy.

1. What type of goals and objectives does the General Plan endeavor to achieve and which of these are applicable to urban places in Maryland?
2. What are the existing characteristics of Maryland's urban places and which are important in the preparation of the General Plan?
3. Where do Maryland's urban places presently stand in relationship to fulfilling goals and objectives of the General Plan?
4. What state and federal programs significantly affect, either positively or negatively, urban places
5. What gaps and deficiencies are there in existing programs and policies and what gaps and deficiencies should be reconciled through modifications in existing programs or creation or new ones.

Study Process

To deal with the broad questions above, the study effort is divided into seven major steps. Taken together, these seven elements form the basis for identifying specific state policies and programs for urban areas which are responsive to the urban-orientated objectives of

the General Plan. Step 1 deals with Question 1, Steps 2-4 with Question 2, Step 5 with Question 3, Step 6 with Question 4, and Step 7 with Question 5. Combined, each of the seven steps form a process from which to determine the potential role that urban places could assume in the General Plan and to examine, on a preliminary basis, how an urban places policy might be implemented through existing programs and policies.

Step 1. Specification of Appropriate General Plan Objectives for Urban Places. Objectives of the General Plan set forth the qualities and attributes which the Plan seeks to achieve in urban places. They establish standards by which to measure urban places in relationship to desired goals. The study begins by outlining a broad set of objectives, taken from several sources.

Step 2. Classification of Urban Places. While each urban place in Maryland is unique, there are common characteristics which can be classified in a systematic framework. Step 2 establishes a framework by which urban areas can be grouped in a manner useful in the planning process. The purpose here is to synthesize and aggregate from the array of attributes of each urban place, the most important characteristics into a manageable system.

Step 3. Development of a Framework for Analyzing Places. Next in the study process, an analytic framework is developed by which "place" classifications can be systematically related to the objectives of the General Plan, so that the particular problems, opportunities and issues relevant and unique to each place can be isolated. This analytic structure identifies, in a manner consistent with classification system and General Plan objectives, the category of factors which either facilitate or inhibit realization of General Plan objectives in urban places.

Step 4. Analysis of the Regional Context of Urban Places. Because urban places are functionally tied to the state and specific sub-regions -- either geographically or economically -- it is important to recognize and account for the overall forces which govern the type and level of growth and development which has historically occurred in urban places.

- Step 5. Analysis of Urban Places. To assess the need potential for an urban places policies in the General Plan, each urban place is next analyzed through the framework designed in Step 3 and integrating the regional issues pertinent to urban places in Step 4. Problems opportunities and issues are identified and described. This analysis in turn provides the basis in Step 6 for isolating the problems, opportunities and issues which are not adequately addressed through existing State level policies and programs.
- Step 6. Review of Existing State Policies and Programs for Urban Areas. This step catalogs and cross-references key existing policies and programs of the state which affect urban places. In order to understand how the General Plan might better provide for the attainment of objectives for urban places, this step reviews the array of State and federal programs which have an impact on urban places.
- Step 7. Evaluation of the Adequacy of Existing Policies and Programs. Based on the analysis in Step 6, this Step identifies the inadequacies, in content or application, of existing state and federal programs in relation to achieving the urban-oriented objectives of the General Plan. With programatic inadequacies identified and the potential for and urban places policy established (Step 5) it is then possible to outline the components of an urban places policy.

The end result of the study process is to arrive at an understanding and the need and potential for an urban places policy, plus the principles of the policy, if so warranted. This forms the foundation for the possible creation of an urban places policy.

Methodology Considerations

The scope and process of analyzing urban places set forth in this study is unique. Since a number of unrelated elements are integrated into a process of analysis, there are a number of different methodologies and analytical approaches used throughout.

In order to have a clear understanding of not only the process, but also the actual methodologies within the process, the following sets forth the principal assumptions and methodologies employed in the study:

- I. Collection, Interpretation and Classification of Data for Individual Urban Places. To develop a standardized data base from which to analyze all urban places in a systematic manner, a series of extensive interviews with Department of State of Planning Representatives was made. The principal rationale for this mode of data collection was twofold: (1) a standardized data base was not available and (2) resources required to create an independent data base were not available under the scope of this study. Therefore, in lieu of conventional types of data and data collection, the Regional Representatives of the Department of State Planning were assumed to be the most reliable and available source of information. Interviews with Regional Representatives of the Department of State Planning consisted of:
 1. Reviewing the established classification designation of each urban place to verify and to amend, as appropriate, the classification characteristics assigned to each place and
 2. Acquiring through the knowledge, experience, and judgment of individual Regional Representatives the specific data input for each urban place.

It should be recognized that the process of acquiring the types of data used in the independent data base does not represent an indepth research and verification effort

for the most part. The objective in undertaking an interview approach to data collection, rather than reliance on traditional quantified data sources (e.g., Census materials) was to develop a sufficiently broad understanding within the parameters of an analytic framework for urban places. In no manner should the data arrayed in Appendix E be construed as the definitive characteristics of a given urban place in Maryland. While the data, as presented in Appendix E is considered to be accurate for subsequent analyses, to rely on it to make a detailed decision on one specific place may lead to an erroneous conclusion.

As a precaution against errors and gaps in the data, additional effort has been made to research an urban place where an absence of data or where apparent conflicts surfaced. In most cases, however, data items as indicated in Appendix E reflect the judgment, knowledge and perception of each of the Department of State Planning Regional Representatives interviewed. Final interpretation and categorization of data and information provided by Department of State Planning Regional Representatives as well as analysis and interpretation of analyses has been the responsibility of this consultant.

- I.I. Systematic Analysis of all Urban Place with the Standardized Data Base. Individual characteristics and variables for each urban place have been systematically coded to undertake a cross tabulation of the characteristics of urban places

in Maryland. Cross tabulation is a statistical technique for analyzing the joint frequencies of two or more variables -- in this case specific characteristics of places and the classification system characteristics for places.

While there are a number of alternative types of statistical techniques and methodologies which can be employed, cross tabulation was selected due to: (1) the simplicity in relating the classification system and (2) the structure of the data files which were designed to yield (by type of variable) a systematic answer to the nature and role of a particular urban or group of places.

III. Analysis of State and Regional Characteristics Influencing Urban Places. The methodology used in this section is a compilation, from available information sources, of the predominant demographic and economic characteristics within the state. To insure that analysis undertaken in this section reflects current conditions as best as possible, heavy reliance has been placed on recent publications by the Department of Economic and Community Development and the Bureau of Economic Research, U.S. Department of Agriculture.

The intent of this analysis is to identify and understand the factors which influence urbanization. Therefore, the emphasis of the analysis is to develop a general

appreciation of the dynamics of urbanization throughout the State and between regions. Consequently, the methodological approach undertaken in this section was not a full-scale and independent economic base analysis. Rather, material present in this analysis represents a judgment from existing data sources as to the influence and implication of major trends which have and will condition the outlook for urban places throughout the state.

- IV. Analysis of the Affect of Existing Federal and State Programs and Policies on Urban Places. Given the multitude of both state and federal programs that have an influence (indirect or direct) on urban places, only an exhaustive research and analysis effort would be capable of organizing and explaining the impact of the federal and state programs on urban places. To arrive at a useful understanding of the effect of federal and state programs, only those programs which had either an identifiable or logical relationship to the condition and potential for growth and development (or the absence of) are reviewed.

The identification and selection of those specific programs and policies, either state or federal, is by nature judgmental. Insofar as specific functional or categorical types of programs

and policies can be distinguished from the overall mandate of an agency, they are indicated in the analysis. Where specific agencies, either state or federal, are assigned jurisdictional purview for types of policies, then only an agency and implied function are identified.

* * * *

While the scope of this technical analysis is broad and at time complex, each section has been organized to follow as closely as possible, each of the seven major steps in the study process. As will be evident in the following sections, each individual analysis is focused on determining the dimension of one basic issue -- the role urban places in the state can fulfill in the forthcoming State General Plan.

SECTION II:
OBJECTIVES FOR URBAN PLACES

SECTION II: OBJECTIVES FOR URBAN PLACES

The purpose of this section is to identify a general set of objectives which are both (1) relevant to urban places and (2) appropriate to the purposes of the General Plan. It is important to note, however, that this section does not purport to present a final set of objectives for urban places. Rather the emphasis here is to develop a tentative working list from which to establish the desired end states envisioned for urban places. In the General Plan objectives contained in this section are likely to be modified, according to refinements made throughout the entire state planning effort.

Before listing the objectives themselves, it is useful to identify the broad types or classes of objectives which are relevant in the scope of the study. These are as follows.

1. Objectives relating to the physical characteristics of urban places.
 - (1) Land Use Patterns: These are state level objectives that relate to the type, density, mix, location of existing and future land uses in urban places.
 - (2) Community Facilities: These are state level objectives that are directed at the quality, timing, location and distribution of community infrastructure and facilities in urban places.
 - (3) Environmental Quality: These are state level objectives which recognize the need to maintain or improve the quality of the environment, not only in terms of air and water, but also the physical, and psychological aspects of the environment in urban places.
2. Objectives relating to the functions of urban places.
 - (1) Economic Base: These are state level objectives which pertain to the distribution, type, and mixture of economic activity in urban places.

- (2) Fiscal Capacity: These are state level objectives which are concerned with fiscal resources and the manner in which public funds are expended to attain state and local objectives in urban places.
 - (3) Settlement: These are state level objectives which focus on the quantity and quality of housing, and the availability of retail and service support for urban places.
 - (4) Transportation: These are state level objectives which center on the availability, location, modes, and convenience of transportation linkages within older urban places and between urban places and other destination points.
3. Objectives relating to social services and social development in urban places.
- (1) Community Services: These are state level objectives which emphasize the quality, convenience, and responsiveness of community facilities and programs for inhabitants of urban areas.
 - (2) Social Development: These are state level objectives which reflect the need for social, economic, and cultural resources important to serving the population and to social development in urban places.

Specific Objectives for Urban Places

From the preceding list of the types of objectives, specific objectives appropriate to urban places have been formulated. In general, the objectives set forth below are a composite of:

- 1. State objectives and policies currently in existence.
- 2. Goals and objectives articulated in plans of all Maryland counties, and
- 3. Tentative goals, policies and objectives formulated thus far in the process of preparing the Maryland General Plan.

State level objectives appropriate to urban places in Maryland are listed below.

1. Physical Objectives

(1) Land Use Patterns:

- Eliminate or improve land use arrangements which contribute to congestion, obsolescence or the uneconomic use of land.
- Provide a balance between different types and densities of land use so as to utilize the natural capability of land while maintaining an efficient, economic and human scale.
- Promote the efficient use of existing land resources by filling vacant and by-passed land.
- Direct high intensity land development to specific centers or sectors and avoid their encroachment on lower density uses such as residential neighborhoods or agricultural land.
- Provide for the reuse and development of land uses which have become inefficient or obsolescent over time.
- Direct the rate and location of new development to be supportive and reinforcing of existing land use patterns either through contiguous development on the periphery or redevelopment of existing areas.
- Enable private development to flexibly respond to market forces through adaptive land uses arrangements.

(2) Community Facilities:

- Match basic water and sewer infrastructure and basic health, education and safety facilities and services to existing and future land use patterns.
- Stage basic infrastructure and community facilities in relation to the rate, magnitude and direction of new growth.

- Upgrade and improve basic infrastructure and community facilities to enable private development response to changing economic opportunities.
- Eliminate overlapping, duplication, or under-utilization of basic infrastructure and community facilities.
- Provide for the maintenance and improvement of basic infrastructure and community facilities in relationship to changing community needs.

(3) Environmental Quality:

- Insure air and water conditions do not contribute to a reduced enjoyment of the community.
- Provide sufficient recreation, open space and leisure oriented activities.

2. Functional Objectives

(1) Economic Base:

- Enable the effective and competitive use of existing and latent economic potentials.
- Promote industrial location on sites with suitable access, water and sewer availability and proximity to employment centers.
- Distribute the types and range of economic activities so as to mitigate dependence on sole source employment or a few employment centers.
- Avoid over concentration of industrial activity to minimize the nuisance of spillovers to surrounding areas.
- Provide for the upgrading and renewal of industrial and commercial areas.
- Influence private reinvestment and new investment in industry, office, retail and residential

structures.

- Facilitate private investment opportunities in employment-generating uses and the physical well being of a community.

(2) Fiscal Capability:

- Provide the means to match private investment with public investment.
- Eliminate financial and institutional barriers to investment.
- Supplement state or federal funding where fixed or limited fiscal resources frustrate expenditures to fulfill basic community needs.
- Time fiscal expenditures so as to reinforce new or improve existing community facilities and community services.

(3) Settlement Quality:

- Provide for adequate and safe housing for all inhabitants.
- Insure that adequate convenience services are in proximity to residential areas and retail and employment centers are within access of residential concentrations.
- Promote the maintenance and upgrading of existing residential structures.
- Allow for a range of densities and dwelling types that can be offered through private development efforts.
- Reinforce residential, trade areas with open space.

(4) Transportation:

- Develop an economically supportable mix of

transit modes for travel to employment and shopping areas.

- Promote ease of access between production, trading and distribution centers.
- Reduce friction of movement which impedes economic growth.
- Improve and upgrade transit pathways which support existing economic base and act as an attraction to the further expansion of an economic base.

3. Social Service and Development Objectives

(1) Community Services:

- Provide for a high level of community service in relationship to the needs of the community.
- Preserve historical and cultural artifacts and institutions of community significance.
- Eliminate community service deficiencies which retard economic and human development.
- Enable community residents to articulate a desired mix of community services and facilities to accommodate needs.

(2) Social Development:

- Provide a high level of educational, cultural, health and recreational service.
- Eliminate restrictive social barriers in housing and employment opportunities.

It should be noted that objectives as stated above establish a highly generalized standard and idealized view of the most desirable condition sought for urban places. Objectives do not, however, outline the means or even the possibility for attaining the desired end result. They do provide the first step to analyze and evaluate where specific urban places

stand in relation to the ideal conditions envisioned by objectives.

When objectives are related to an urban places classification system -- the section following -- an analytic framework can be established to understand the existing condition -- problems and opportunities -- of urban places in relation to state level objectives. This, in turn, establishes the basis from which to undertake concrete steps - through policies (laws and programs) -- to bring urban places closer to the ideal conditions viewed by objectives of the General Plan for urban places.

SECTION III: CLASSIFICATION OF URBAN PLACES

This section establishes a framework by which urban places in the State of Maryland can be grouped to analyze common characteristics. The purpose of the classification system set forth in this section is to create a means for aggregating a number of seemingly different urban places into a logical system which identifies and accounts for the differences between each type of urban place.

Urban Places in Maryland

The U.S. Bureau of Census definition of urban places has been used to identify urban places in Maryland. Urban places, as defined by the Bureau of the Census, include all incorporated municipalities in the state as well as unincorporated places. Specifically, the Census defines urban places as: (1) incorporated places: political units incorporated as cities, boroughs, towns and villages, and (2) unincorporated places: closely settled population centers without corporate units. Each place thus delineated possesses a definite nucleus of residences and usually includes the surrounding closely settled area. In urbanized areas, unincorporated places are shown as urban places only if they have 5,000 inhabitants or more and if there was an expression of local interest in their recognition.

The 1970 Census identifies 255 urban places in the State of Maryland. Of these 151 (59 percent) are incorporated and 104 (41 percent) are unincorporated.

A Classification System for Urban Places

In the course of the study considerable attention has been given by DSP staff and this consultant to the ways in which urban places might validly

and usefully be classified. A part of this process was an exhaustive examination of the places themselves using both statistical research as well as interviews with DSP field representatives and other knowledgeable persons was undertaken. Examples of statistical research performed to this end are contained in Appendices B and C.

It was concluded that the purposes of the study, as well as the data available on urban places, dictated a classification system which incorporates five basic characteristics common to all urban places:

1. Size: From very large (Baltimore) to very small.
2. Age: Provides insights into the type of physical development patterns and the possible need for updating physical infrastructure and housing stock.
3. Rate of Growth: Determines the social and often economic vitality of an urban place. Different rates of growth suggest variations in the types of problems, opportunities and issues which confront a given urban place.
4. Function: Establishes the economic and social rationale for settlement in a given urban place. The function of an urban place suggests, in broad terms, the scale and types of activities which occur there.

Independently each of these characteristics yields a single insight into the nature and character of a given urban place. However, when variables are combined they provide, on a generalized basis, the means to determine for all urban places in Maryland the following:

- Existing economic and development condition and outlook (function and rate of growth).
- Existing physical condition (age, function and rate of growth).
- Potential type and magnitude of future growth and development (function, location and rate of growth.).

This information, in turn, allows specific types of urban places to be analyzed in the context of attaining state objectives in the General Plan.

A classification system was developed which specifically incorporates all four of these elements (size, age, growth and function). The specific categories in the system are shown in Table 1 on the following page. As indicated in the table, the system accommodates: (1) two levels of size; (2) two types of age; (3) three rates of growth; and (4) six types of economic functions.

The method for categorizing specific urban places in Maryland according to this classification system is described below.

1. Size: Urban places are categorized by "over-2,500" and "under-2,500" according to 1970 population. This division is made in order to efficiently utilize available census information.
2. Rate of Growth: Urban places are categorized as growing, stable or declining based on the percentage change in population between 1960 and 1970. Growing urban places are defined as those which increased five percent or more; stable urban places are defined as having experienced an increase or decrease of less than five percent in population; and declining places are those places which decreased five or more percent in population.
3. Age: The age of a given urban place is determined by the age of its housing stock or of its population, depending on the size of the place. For urban places over 2,500, a place is categorized as "old" if 30 percent or more of its housing stock was constructed prior to 1939 or 1,000 dwelling units were built prior to 1939. Urban places

Table 1.

CLASSIFICATION CATEGORIES

<u>Over 2,500</u>	<u>Under 2,500</u>
I. Old	III. Old
A. Growing	A. Growing
1. Regional Center	1. Regional Center
2. Minor Trade or Service Center	2. Minor Trade or Service Center
3. Minor Industrial Center	3. Minor Industrial Center
4. Suburb of Non-Metro Center	4. Suburb of Non-Metro Center
5. Outlying Suburb of Metro Center	5. Outlying Suburb of Metro Center
6. Close-in Suburb of Metro Center	6. Close-in Suburb of Metro Center
B. Stable	B. Stable
1. Regional Center	1. Regional Center
2. Minor Trade or Service Center	2. Minor Trade or Service Center
3. Minor Industrial Center	3. Minor Industrial Center
4. Suburb of Non-Metro Center	4. Suburb of Non-Metro Center
5. Outlying Suburb of Metro Center	5. Outlying Suburb of Metro Center
6. Close-in Suburb of Metro Center	6. Close-in Suburb of Metro Center
C. Declining	C. Declining
1. Regional Center	1. Regional Center
2. Minor Trade or Service Center	2. Minor Trade or Service Center
3. Minor Industrial Center	3. Minor Industrial Center
4. Suburb of Non-Metro Center	4. Suburb of Non-Metro Center
5. Outlying Suburb of Metro Center	5. Outlying Suburb of Metro Center
II. New	IV. New
A. Growing	A. Growing
1. Regional Center	1. Regional Center
2. Minor Trade or Service Center	2. Minor Trade or Service Center
3. Minor Industrial Center	3. Minor Industrial Center
4. Suburb of Non-Metro Center	4. Suburb of Non-Metro Center
5. Outlying Suburb of Metro Center	5. Outlying Suburb of Metro Center
6. Close-in Suburb of Metro Center	6. Close-in Suburb of Metro Center
B. Stable	B. Stable
1. Regional Center	1. Regional Center
2. Minor Trade or Service Center	2. Minor Trade or Service Center
3. Minor Industrial Center	3. Minor Industrial Center
4. Suburb of Non-Metro Center	4. Suburb of Non-Metro Center
5. Outlying Suburb of Metro Center	5. Outlying Suburb of Metro Center
6. Close-in Suburb of Metro Center	6. Close-in Suburb of Metro Center
C. Declining	C. Declining
1. Regional Center	1. Regional Center
2. Minor Trade or Service Center	2. Minor Trade or Service Center
3. Minor Industrial Center	3. Minor Industrial Center
4. Suburb of Non-Metro Center	4. Suburb of Non-Metro Center
5. Outlying Suburb of Metro Center	5. Outlying Suburb of Metro Center
6. Close-in Suburb of Metro Center	6. Close-in Suburb of Metro Center

under 2,500 population are defined as "old" if more than 11 percent of the residents are over 65 years of age. Based on cross referencing age of population and age of housing stock, it was determined that the percentage of residents over 65 years old is highly correlated with the age of housing stock.

5. Function: Based on a review of the economic profiles of urban places and a survey of local officials in urban places, six functional categories are defined:

- (1) Major Regional Trade and Employment Center: An urban place which has a substantial export character in its economic base, draws substantial trade from the surrounding region (counties and possibly several other states) or both. The predominant feature of this type of urban place is that it contains a diversified economic base.
- (2) Minor Trade Center: This type of place serves as a source for basic goods and services for outlying rural areas. The number of employers is limited in those places, and this type of place is not a satellite to a larger regional or metropolitan area.
- (3) Minor Industrial or Employment Center: This type of urban place contains within its boundaries or has within proximity one or more major employers and is typically dominated by a single economic activity.

- (4) Suburb of a Non-Metropolitan Center: An urban place which is characterized by strong orientation towards a regional center or complex of minor trade centers. Where it is difficult to define the central place of a related complex of small urban places, the oldest place in the group is chosen as the independent center while the other places in the group are designated as suburbs.
- (5) Non-Urbanized (Outlying) Suburb of a Metropolitan Center: This is an urban place which serves primarily as a bedroom community to a larger metropolitan area, but prior to 1970 was not within an urbanized area or SMSA.
- (6) Urbanized (Close-in) Suburb of a Metropolitan Center: This is an urban place with the same characteristics as defined in (5) above, except that prior to 1970 it was within an urbanized area or SMSA.

On Table 2, following, all the defined urban places in Maryland are arrayed. Based on the classification system, each place will be analyzed to determine the specific types of problems, opportunities and issues in each place. The problems, opportunities and issues common to each place will then be compared to the classification system characteristics of places to arrive at: (1) an identification of the factors relative to urban places that should be accounted for in the General Plan and (2) an identification of the types of urban places which afford a potential for growth and development goals of the General Plan.

Over 2,500 Population

I. Old

A. Growing

1. Regional Center

Annapolis (AA)
Frederick (F)

Westminster (C)
Easton (T)

2. Minor Trade or Service Center

Havre de Grace (HA)

Poconoke City (WO)

3. Minor Industrial Center

Frostburg (A)

4. Suburb of Non-Metro Center

Halfway (W)

5. Outlying Suburb of Metro Center

(No Places)

6. Close-in Suburb of Metro Center

Bethesda (M)*
Catonsville (B)*
Essex (B)*
Glen Burnie (AA)*
Greenbelt City (PG)*
Overlea (B)

Parkville (B)*
Riverdale Town (PG)
Silver Spring (M)*
Takoma Park City (M)
Towson (B)*

B. Stable

1. Regional Center

Baltimore City
Hagerstown (W)

Cambridge (O)
Chestertown (K)

2. Minor Trade or Service Center

(No Places)

3. Minor Industrial Center

Brunswick (F)

4. Suburb of Non-Metro Center

(No Places)

5. Outlying Suburb of Metro Center

(No Places)

6. Close-in Suburb of Metro Center

Chevy Chase (M)
Dundalk (B)*

Hyattsville City (PG)
Woodlawn-Woodmoor (B)*

C. Declining

1. Regional Center

(No Places)

2. Minor Trade or Service Center

(No Places)

3. Minor Industrial Center

(No Places)

4. Suburb of Non-Metro Center

(No Places)

5. Outlying Suburb of Metro Center

(No Places)

6. Close-in Suburb of Metro Center

Brooklyn (AA)

Capitol Heights Town (PG)

II. New

A. Growing

1. Regional Center

Columbia (HO)

Lexington Park-Patuxent
River (SM) [M]

2. Minor Trade Center

Bel Air (HA)
Damascus (M)

Ellicott City (HO)

3. Minor Industrial Center

Aberdeen Town (HA)
Aberdeen Proving Ground
(HA) [M]
Andrews (PG) [M]

Edgewood (HA)
Fort Meade (AA) [M]
Bainbridge Center (CE) [M]
Waldorf (CH)

4. Suburb of Non-Metro Center

Bel Air North (HA)

Bel Air South (HA)

5. Outlying Suburb of Metro Center

Bowie (PG)
Crofton (PG)
Joppa Town (HA)
Laurel (PG)
Maryland City (AA)

Owings Mills (B)
Reisterstown (B)
South Laurel (PG)
West Laurel (PG)
Odenton (AA)

6. Close-in Suburb of Metro Center

Aspen Hill (M)
Avenel-Hilldale (M)
Beltsville (PG)
Berwyn Heights (PG)
Birchwood (PG)
Bladensburg (PG)
Camp Springs (PG)
Carmody-Pepper Hill (PG)
Cheverly (PG)
Colesville (M)
College Park City (PG)
Defense Heights (PG)
District Heights (PG)
Ferndale (AA)
Forestville (PG)
Gaithersburg (MG)
Glenarden (PG)
Good Luck (PG)
Halpine (M)
Hillcrest Heights (PG)
Keop Hill (M)
Kentland (PG)
Landover (PG)
Landover Hills (PG)
Landsdowne-Baltimore
Highlands (B)

Lanham-Seabrook (PG)
Lutherville-Timonium (B)
Middle River (B)
Montrose (M)
New Carrollton (PG)
North Potomac (M)
Oxon Hill (PG)
Palmer Park (PG)
Perry Hall (B)
Pikesville (B)
Pumphrey (AA)
Randallstown (B)
Randolph (M)
Riverdale Heights (PG)
Riviera Beach (AA)
Rockville (M)
Rosedale (B)
Seat Pleasant (PG)
Sewers Park (AA)
South Gate (AA)
Sutland-Silver Hill (PG)
Walker Hill (PG)
Wheaton (M)
White Oak (M)

B. Stable

1. Regional Center

(No Places)

2. Minor Trade or Service Center

(No Places)

3. Minor Industrial Center

(No Places)

4. Suburb of Non-Metro Center

LaVale-Narrows Park (A)

5. Outlying Suburb of Metro Center

Londontowne (AA)

6. Close-in Suburb of Metro Center

Arbutus (B)
Calverton (M)
Chapel Oaks-Cedar
Heights (PG)
Chillum (PG)
Coral Hills (PG)

Forest Heights (PG)
Langley Park (PG)
Linthicum (AA)
North Takoma Park (M)
Potomac Valley (M)
South Kensington (M)

C. Declining

1. Regional Center

Cumberland City (A)

Salisbury City (WI)

2. Minor Trade Center

(No Places)

3. Minor Industrial Center

Elkton (CE)
Crisfield City (S)

Westernport (A)

4. Suburb of Non-Metro Center

(No Places)

5. Outlying Suburb of Metro Center

(No Places)

6. Close-in Suburb of Metro Center

Brentwood (PG)
Edgemere (B)

Mount Rainier (PG)
University Park Town (PG)

* Designated "old" due to substantial absolute number of housing units built prior to 1939.

() Is the county in which the place is located.

[M] Designates that a military base is within the place.

County Abbreviations

A: Allegany
AA: Anne Arundel
B: Baltimore
C: Calvert
FL: Carroll
CA: Carroll
CE: Cecil
CH: Charles
D: Dorchester
F: Frederick
G: Garrett
HA: Harford
HO: Howard
K: Kent
M: Montgomery
PG: Prince George's
QA: Queen Anne's
SM: St. Mary's
S: Somerset
T: Talbot
W: Washington
WI: Wicomico
WO: Worcester

Under 2,500 Population

III. Old

A. Growing

1. Regional Center
(No Places)
2. Minor Trade or Service Center
Burkittsville (F)
Manchester (C)
Myersville (F)
New Windsor (C)
Oakland (C)
Rosmont (F)
Smithsburg (W)
Union Bridge (C)
Barclay (QA)
Eldorado (D)
Galena (K)

3. Minor Industrial Center

Boonsboro (W)
Eldersburg (C)
Emmitsburg (F)
Hamstead (C)
Hiddletown (F)
Taneytown (C)

4. Suburb of Non-Metro Center

East New Market (D)

5. Outlying Suburb of Metro Center

Highland Beach (AA)

6. Close-In Suburb of Metro Center

Kensington (M)

B. Stable

1. Regional Center
(No Places)

2. Minor Trade or Service Center

Deale (AA)
Cecilton (CE)
Clear Spring (W)
Keedysville (M)
New Market (F)
Sharpsburg (W)
Woodsboro (F)
Accident (G)
Bettertown (K)

3. Minor Industrial Center

Port Deposit (CE)
Barton (A)

4. Suburb of Non-Metro Center

Secretary (D)

5. Outlying Suburb of Metro Center

Brookville (M)

6. Close-In Suburb of Metro Center

Glen Echo (M)

C. Declining

1. Regional Center
(No Places)

2. Minor Trade or Service Center

Chesapeake City (C)
Church Creek (D)
Church Hill (QA)
Denton (CL)
Federalshurn (CL)
Galestown (D)
Hebron (W)
Hillsboro (CL)

3. Minor Industrial Center

Hancock (W)
Lonaconing (A)
Luke (A)

4. Suburb of Non-Metro Center

Delmar (W)

5. Outlying Suburb of Metro Center

(No Places)

6. Close-In Suburb of Metro Center

Cottage City (PG)

Goldsboro (CL)
Grantsville (G)
Leonardtown (SM)
Marydel (CL)
Millington (K)
Preston (CL)
Queentown (QA)
Sharptown (W)
Sudlersville (QA)
Trappe (T)

Thurmont (F)
Williamsport (W)
Chesapeake Beach (CA)
North Beach (CA)
Ocean City (WD)
Rock Hall (K)

Lech Lynn Heights (B)

Washington Grove (M)

Centerville (QA)
Friendsville (G)
Greensboro (CS)
Henderson (CL)
Pittsville (W)
Queen Anne (QA)
St. Michael's (T)
Snow Hill (WD)
Templeville (QA)

Berlin (WD)
Hurlock (D)

Kitzmillerville (G)
Mardella Springs (W)
Oakland (G)
Oxford (T)
Princess Anne (S)
Ridgely (CL)
Willards (W)

Mount Savage (A)
Vienna (D)

North Brentwood (PG)

IV. New

A. Growing

1. Regional Center
(No Places)

2. Minor Trade or Service Center

Eagle Harbor (PG)
Laytonsville (M)
Olney (M)
Shady Side (AA)
Allview (HD)
La Plata (CH)

3. Minor Industrial Center

Fort Ritchie (W) [M]
Funkstown (W)
Indian Head Plant (CH) [M]
Perryville (CE)

4. Suburb of Non-Metro Center

Fountainhead (W)
Maugansville (W)
Westminster South (C)

5. Outlying Suburb of Metro Center

Selby (AA)

6. Close-In Suburb of Metro Center

Edmonston (PG)

B. Stable

1. Regional Center
(No Places)

2. Minor Trade or Service Center

Charlestown (CE)

3. Minor Industrial Center

Upper Marlboro (PG)

4. Suburb of Non-Metro Center

(No Places)

5. Outlying Suburb of Metro Center

Mayo (AA)

6. Close-In Suburb of Metro Center

Chevy Chase (M)
Colmar Manor (PG)

C. Declining

1. Regional Center
(No Places)

2. Minor Trade or Service Center

(No Places)

3. Minor Industrial Center

Deer Park (G)

4. Suburb of Non-Metro Center

(No Places)

5. Outlying Suburb of Metro Center

(No Places)

6. Close-In Suburb of Metro Center

Chevy Chase Village (M)
Fairmount Heights (PG)

North East (CE)
Rising Sun (CE)
Savage (HD)
Walkersville (F)
Brookview (D)
Garsonville (QA)

Potomac Heights (CH)
Potomac Park (A)
Sykesville (C)

Fruitland (W)
Mountain Lake Park (G)
Pleasant Hills (HA)

Garrett Park (M)

Cresaptown (A)

Morningside (PG)

Midland (A)

Somerset (M)

* Designated "old" due to substantial absolute number of housing units built prior to 1939.

[] Is the county in which the place is located.

[M] Designates that a military base is within the place.

County Abbreviations

A: Allegany D: Dorchester QA: Queen Anne's
AA: Anne Arundel F: Frederick SM: St. Mary's
B: Baltimore G: Garrett S: Somerset
C: Calvert HA: Harford T: Talbot
CL: Caroline HD: Howard W: Washington
CA: Carroll K: Kent WI: Wisconsin
CE: Cecil M: Montgomery WD: Worcester
CH: Charles PG: Prince George's

SECTION IV: A FRAMEWORK FOR ANALYZING URBAN PLACES

This section is the bridge from classifying urban places -- as previously performed in Section III -- analyzing the problems, opportunities and issues in specific urban places. In order to relate General Plan objectives to the classification system, this section is concerned with first identifying the factors which affect the attainment of General Plan objectives and second translating these factors into a framework that enables urban places to be analyzed in terms of the classification system.

To develop a framework for the purpose of analysis, there are two issues which are complementary focuses: (1) the outlook for growth, stability or decline in an urban place and (2) the "habitation quality of urban places". The rationale for the two concerns is that the policies and programs prescribed by the General Plan for urban areas must rest on a solid understanding of:

1. Which places have strong growth pressures and potential versus which places have little growth pressure and potential?
2. Which places offer a living environment, a community structure, which is of high quality and adequacy versus which places offer a lower quality and inadequacy of living quality and community structure?

Answers to these questions will permit the formulation of state policies and programs through the General Plan which sensitively address the needs of urban places, and which realistically utilize the potential of urban places to achieve the objectives of the General Plan.

Table 3 following contains an outline of factors which form the basis for a framework which incorporate the issues of (1) growth and development and (2) habitation quality.

Table J. IDENTIFICATION OF FACTORS WHICH INFLUENCE THE ATTAINMENT OF GENERAL PLAN OBJECTIVES

A. Factors Which Bear on Growth Potentials

1. Market Forces

a. Population:

- 1) Historical Rate of Increase/Decrease
- 2) Current Population
- 3) Projected Population
- 4) Age Distribution

b. Location:

- 1) State Planning Region
- 2) Within Planning Region
- 3) Transportation Access and Cost

c. Economic Base:

- 1) Employment Characteristics
- 2) Industry Types
- 3) Role in Regional Economy
- 4) Role in State Economy
- 5) Rate of Growth in Employment
- 6) Rate of Growth in New Industry
- 7) Location of Employment of Residents

d. Rate of Growth in:

- 1) Housing Supply, Historical and Expected
- 2) Retail and Commercial Activity, Historical and Expected

e. Household Income Characteristics

2. Physical and Attitudinal Constraints and Opportunities

a. Land Use:

- 1) Available Land Area
- 2) Suitability of Land for Development
- 3) Existing Land Use and Development Patterns
- 4) Quality and Condition of Existing Land Uses
- 5) Congestion, Overcrowding and Obsolescence of Structures, Facilities and Land Use
- 6) Physical Constraints or Determinants to Development

b. Infrastructure:

- 1) Adequacy to Support Existing/Potential Development
- 2) Age
- 3) Location in Urban Place

c. Transportation:

- 1) Linkages to Other Destinations
- 2) Adequacy of Existing Modes, Convenience and Accessibility
- 3) Cost of Commercial/Industrial Transport

d. Housing:

- 1) Quality Characteristics
- 2) Tenure Split
- 3) Prices

e. Community Attitudes:

- 1) Toward Growth and Development
- 2) Toward Fiscal Spending
- 3) Toward State Policies and Programs

B. Factors Which Bear on Habitation Quality

1. Community Facilities and Services:

- a. Adequacy of Facilities (Mix, Size, Age)
- b. Quality of Service Delivery in Relation to Community Needs
- c. Ability to Provide Facilities or Services as Required

2. Local Trade and Services:

- a. Availability and Location of Convenience and Comparison Retail
- b. Availability and Location of Convenience Services
- c. Availability and Location of Health Care Services
- d. Availability and Location of Recreation and Leisure Time Activities

3. Fiscal Capacity:

- a. Ability to Finance and Maintain Capital Investment and Service Requirements in Relation to Need
- b. Major Sources of Revenue

4. Environment:

- a. Air and Water Quality
- b. Amount and Availability of Open Space

5. Local Government Programs and Attitudes

- a. Low and Moderate Housing
- b. Educational and Cultural Activities
- c. Physical Improvement of Community
- d. Unemployment and Job Training

The Framework for Analyzing Urban Places

The central organizing feature of the process of analyzing urban places is the framework in which problems, opportunities and issues associated with urban places is structured for analysis. This framework organizes the series of factors which affect the attainment of General Plan objectives according to the two key issues of: (1) growth and development potentials in urban places and (2) the habitation quality of urban places.

To organize the myriad of factors which affect the attainment of General Plan objectives, Table 4 establishes a framework for analyzing urban places. The organization of Table 4 -- the analysis framework -- consists of three components:

- Component I: is the classification system of urban places. This reflects the present character of urban places in terms of basic considerations of size, rate of growth, economic function and age. The classification system enables similar types of places to be clustered to simplify the analysis of factors which affect the attainment of General Plan objectives.
- Component II: is the structure in which the short and long term growth and development potential of a specific urban place is identified. The underlying purpose of this component is to identify where and for what reasons levels of growth and development are likely to occur in a specific place and types of places.
- Component III: is a measure of where a given type of urban place stands in relation to the most desirable level of physical and social qualities expressed by objectives of the General Plan. Habitation quality indicates what types of programs or activities should be addressed in the General Plan to provide a satisfactory living environment in all urban places.

Table 4.

FORMAT FOR THE ANALYSIS OF PROBLEMS
OPPORTUNITIES AND ISSUES IN URBAN PLACES
STATE OF MARYLAND

Region/County/Place	System Classification				Government Incorporated Status				Growth and Development Potential				Development Constraints				Development Opportunities				Habitat Quality			
	Age	Function	Economic Growth Rate	Size					Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Public Needs and Deficiencies	Private Development Requirements	
Region																								
County																								
Places																								
-																								
-																								
-																								
-																								
-																								
-																								
County																								
Places																								
-																								
-																								
-																								
-																								
-																								
-																								
Analysts Format																								
Component I												Component II										Component III		
An array by classification characteristics												An identification of growth and development potentials										A determination of habitat quality		

For the purpose of consistent analysis, specific definitions have been attached to the column heading within each of the three components in Table 4. An explanation of the first component of the framework -- the classification system -- is set forth in Section III, preceding. For the remaining two components, by groupings and hierarchies within their respective columns, the definitions ascribed to major categories are as follows:

A. Growth and Development Characteristics: These relate to the size and rate of population and employment increase or decrease (growth) and the subsequent impact on the physical structure of an urban place through residential, retail, office, manufacturing, and public facilities construction (development).

1. Growth and Development Potential: This is a combined measure of the rate of growth expected from increases or decreases in economic activities or demographic shifts related either to a economic growth or other factors leading to a preference to reside in a specific urban place. Growth and development potentials are identified as either high, medium, or low. Assignment of growth and development potentials to a specific urban place is based on the following:

a. High: Where population and/or employment are expected, in absolute and percentage terms to increase or where only the absolute level of either population or employment is expected to increase significantly.

b. Medium: Where population and/or employment are expected, in absolute or percentage terms, to increase slightly or in only percentage terms to increase significantly or moderately, depending upon the size of the population and employment base.

c. Low: Where population and/or employment are expected, in absolute and percentage terms, to remain stable or decline or where only in absolute terms, population or employment is expected to remain stable or decline.

2. Reasons for Growth and Development: This refers to the basic economic and market related factors such as existing economic base, the locational and transportation access, the socio-economic status of the population, and the amount and the type of social overhead capital available. In general, the sum of the above factors determines the direction of growth in development potentials. However, for purposes of this analysis, only the predominant factor which appears to govern growth and development potentials is indicated.

B. Development Constraints: These refer to physical or political factors which hold growth and development potentials to unusually low levels despite favorable market and economic characteristics or factors which reinforce low and medium growth potentials. Only those factors which are the major constraints to growth and development are indicated in this category.

- C. Development Opportunities: These are defined as those areas in which private real estate development activities are likely to occur in the short and long term in response to favorable growth potentials. Major factors which will encourage development are also considered under development opportunities. Where no opportunity is indicated, it does not mean there are no opportunities; rather, it means that from a broad perspective there was nothing readily perceived as available. In the context of real estate, there is always a development opportunity, depending on the risk-taking nature of the developer.
- D. Habitation Quality: This refers to a judgment by DSP Representatives as to the quality of factors which affect the desirability of a community as a place to live. These factors include the quality and adequacy of city services and facilities, the availability of housing, the availability and location of retail and recreational facilities, the local physical environment, and the fiscal capacity of the community to undertake capital improvements. A rating of good, fair, or poor, has been applied to each urban place in relationship to the quality of other places of the same size. A very small place can not realistically be expected to provide the same levels of services and amenities as a larger place. Furthermore, sensitivities to the jurisdiction (mostly counties) providing services and facilities are incorporated.

1. Public Needs and Deficiencies: These refer to functional areas in which public funds could be expended to upgrade the habitation quality of an urban place. The deficiencies and needs presented in this analysis reflect the pre-dominant public need of the urban place, and not necessarily all the needs. Where no need is indicated, this does not necessarily mean no deficiencies exist, but rather that specific types of needs were not detailed by DSP Representatives interviewed.
2. Private Development Needs: These indicate the areas in which private or subsidized development programs could be utilized to upgrade the physical inhabitation quality of an urban place. Development "needs" and development "opportunities" differ in that opportunities are responses by the private real estate sector to favorable market development economics whereas "needs" are area in which development would occur by a private developer if an incentive was available.

The preceding explanation of (1) the two principal issues relative to urban places which affect the attainment of General Plan objectives and (2) the framework for analyzing problems, opportunities, and issues in urban places provide the foundation to initiate the analysis of specific

urban places. Since the intent of this section is to develop an organizing overview, details of individual urban places or the technical method of analysis within the framework has been submerged.

* * *

The sections presented thus far in this study, I-IV, establish the preliminary analysis considerations of (1) objectives; (2) classification system and (3) analytic framework. Sections VI through VII, following analyses in the context of the three preliminary considerations, the specific problems, opportunities and issues confronting Maryland's urban places. Section V, following -- state and regional economic demographic -- is an analysis of urban places in the context of the dominant forces (population and economy) which set the stage for issues to be found in a specific urban place.

SECTION V

STATE AND REGIONAL FACTORS INFLUENCING URBAN PLACES

SECTION V: STATE AND REGIONAL FACTORS INFLUENCING URBAN PLACES

Inherent in the present and future of a given urban place are: 1) state-wide conditions, and 2) the regional attributes. Both influence the character of an urban place.

If urban places, individually or as a system, are to be understood and adequately addressed through state policy, then more than their existing or contemplated physical structure must be taken into account. Therefore, the purpose of this section is to review the aggregate forces (state and regional) that shape and influence the physical structure of urban places in Maryland.

All urban places are fundamentally affected by four major factors; these are: 1) social, 2) economic, 3) political, 4) environmental. While all are important, the role and outlook of an urban place is primarily conditioned by the economic forces which effect it. Urbanization, in traditional economic theory, reflects a specialization of economic activity.

The level of urbanization at a given urban place is closely associated with the types and magnitude of economic specialization not only within urban areas but also between urban areas. For example, generally only one urban place within a region can be the major market center. If more market centers were to exist, then the economies of scale realized through aggregation of a volume of activity (e.g., processing and distribution of agricultural goods) and the types of supportable activities (e.g., retail, office, etc.) would be diminished. An alternative case is where two regional centers

may exist in some proximity. The two may be so close as to be supportive of each other and in fact have the characteristics of one center in terms of size and type of economic base (i.e., Cambridge and Salisbury) or the two may have distinct economic specialization purposes not necessarily related to regional markets (i.e., Baltimore with a predominantly manufacturing orientation and Washington, D.C. with the federal government).

In all of the preceding examples, the premise underlying any increase or decrease in the size of an urban place is related to the type of economic function and the strength of that function. It should be recognized, however, that to date no theoretical or conceptual framework exists to accurately classify and characterize urban places in a systematic type model. A review of the two major theories of urban places:

- Central Place (location and economic function determine the size of the place)
- Concentric Zone (classical land rent theory)

suggests that none of these are capable of validating a theory of urban place beyond a highly generalized abstraction of theoretical constructs. In addition, the application and verification of these theories has been only partial and with mixed results.

The classification system of urban places in Maryland, as set forth in Section VII should be, therefore, viewed as a working tool. It aggregates generic characteristics of urban places into a systematic framework to initiate an understanding of all urban places in Maryland. It is, however, limited in that it only explains the specific characteristics of a place and not the dynamics inherent in the present and future of a place. Therefore, to augment the generality of the classification

system and to organize urban places in their proper context, two primary factors governing the dynamics of urban places are reviewed. They are:

1. State economic and population trends between regions.

To develop an appreciation of the basic forces which have shaped places throughout the state and what the real long term outlook is for growth and development in urban places throughout the state, aggregate population and economic trends are reviewed.

2. Regional economic characteristics which broadly influence the size, function and location of places within regions. Maryland has seven unique regions, each of which is influenced by different types of economic forces and has distinct types of problems and opportunities associated with the existing and future character of its urban places.

Factors Which Influence Urban Places Throughout the State

An analysis of why one urban place in the state grows and attains an urbanizing velocity, while another remains stable and yet another declines can be looked at through a myriad of descriptive and quantitative facts that yield a nearly complete answer. A far more comprehensive analysis -- one that analyzes all urban places in the state and employs the same type of comparative approach -- is not likely to lead to a meaningful answer. This results because of two relatively simple principles that govern urbanization. Urbanization, while the response to a myriad of complex factors is largely determined by: 1) population and employment

and 2) competition for population and employment among urban places.

Recognizing these forces of urbanization and the competition among urban places for population and employment, the following analysis of the factors which govern the level of urbanization throughout the state is divided into two sections. The first deals with population trends throughout the State of Maryland and the second identifies employment trends which influence urbanization. These are then summarized in terms of their implications for the problems, opportunities and issues associated with urban places throughout the state.

I. State Population Trends:

1. Regions which experienced the highest levels of population growth during the period of 1960-1970 also experienced the highest levels of in-migration.

The regions of Suburban Washington, Southern Maryland, and the Baltimore SMSA (other than the City of Baltimore) experienced the highest increase in population during 1960-1970. As indicated on Table 5, the state increased in population by 26.5 percent to a level of 3,922,300 in 1970; only the three regions of the state mentioned above approximated or exceeded this level. Out-migration in the Lower and Upper Eastern Shore and Western Maryland was a significant factor in the population decline in these regions. Alternatively, in the regions experiencing high growth rates, in-migration accounted for a major proportion of the total increase in population (Washington

Table 5.

COMPONENTS OF POPULATION CHANGE BY REGIONSTATE OF MARYLAND1960-1970

(Thousands of Persons)

<u>Regions</u>	<u>1970 Population</u>	<u>1960-1970 Population Change</u>		<u>Components of Change: 1960-1970</u>	
		<u>Number</u>	<u>Percent</u>	<u>Natural Increase</u>	<u>Net Migration</u>
Baltimore SMSA	2,070.7	266.9	14.8%	214.6	52.3
Baltimore City	905.8	-33.3	-3.5%	85.9	-119.2
Remainder SMSA	1,164.9	300.2	34.7%	128.7	171.5
Eastern Shore	258.3	14.5	6.1%	19.3	-4.8
Frederick County	84.9	13.0	18.1%	8.0	5.0
Southern Maryland	115.7	28.8	24.9%	21.0	7.8
Washington Suburban	1,183.4	485.0	69.5%	158.3	326.7
Western Maryland	209.3	13.5	6.9%	15.7	-2.2
State Total	3,922.3	821.7	26.5%	436.9	384.8

Suburban 30 percent; Baltimore SMSA -- other than Baltimore City -- 57 percent; and Southern Maryland 27 percent.)

2. Regions with the smallest relative growth have the highest percentage of population with an unchanged place of residence. As indicated on Table 6, approximately 72 percent of the state's residents were living in the same county as in 1965. Comparing Table 6 to Table 5 (components of population change) it is apparent that with the exception of Frederick, those regions with the lowest percentage population change (Lower and Upper Eastern Shore, Western Maryland and Baltimore City) had the highest stable population during the period 1965-1970.
3. Migration in Maryland is interstate and to the major growth centers. On a state-wide basis, as indicated in Table 6, approximately 20.5 percent of the 1970 residents of Maryland were living out of the state in 1965, compared to 7.8 percent of the state's residents who were residing in a different county in 1965. The regions experiencing the highest rate of in-migration from places out-of-state were: Suburban Washington with 33.5 percent, Southern Maryland with 23.2 percent and Baltimore SMSA (with the exception of Baltimore City) with 16 percent.
4. The counties which ring the traditionally high growth metropolitan counties -- fringe counties -- are beginning to experience a higher percentage average annual rate of growth than their urban neighbors. As indicated on Table 7, the fringe counties in Maryland

Table 6.

DISTRIBUTION OF 1970 POPULATION
BY 1965 PLACE OF RESIDENCE
STATE OF MARYLAND

<u>Regions</u>	<u>Place of Residence in 1965</u>			<u>Total</u>
	<u>Same County</u>	<u>Elsewhere In Maryland</u>	<u>Outside Maryland</u>	
Baltimore SMSA	75.4%	9.7%	14.9%	100%
Baltimore City	82.3%	4.2%	13.5%	100%
Remainder of SMSA	70.0%	14.0%	16.0%	100%
Eastern Shore	79.0%	6.3%	14.7%	100%
Frederick County	79.4%	6.5%	14.1%	100%
Southern Maryland	67.9%	8.9%	23.2%	100%
Maryland Washington SMSA	61.0%	5.5%	33.5%	100%
Western Maryland	85.0%	4.1%	11.9%	100%
State Total	71.7%	7.8%	20.5%	100%

Source: U.S. Bureau of the Census, PC (1)-(22 1970).

Table 7.

POPULATION TRENDS
METROPOLITAN, FRINGE AND NON-METROPOLITAN COUNTIES

MARYLAND
1960-1973

	Total Population (000's of Persons)			Average Annual Change			
	1960	1970	1973 ^{1/}	1960-1970		1970-1973	
				Number	Percent	Number	Percent
<u>Metropolitan Counties</u>							
Anne Arundel	206.6	298.0	321.7	9,140	4.4%	7,900	2.7%
Baltimore County	492.4	620.4	637.5	12,800	2.5%	5,700	0.9%
Baltimore City	939.0	905.8	871.3	- 3,320	- 0.4%	-11,500	- 1.3%
Harford	76.7	115.4	129.1	3,870	5.0%	4,570	4.0%
Montgomery	340.9	522.8	560.9	18,190	5.3%	12,700	2.4%
Prince George's	357.4	661.1	695.0	30,370	8.5%	11,300	1.7%
Subtotal,	2,413.0	3,123.5	3,215.5	71,050	2.9%	30,670	1.0%
<u>Fringe Counties</u>							
Carroll	52.8	69.0	76.1	1,620	3.1%	2,330	3.4%
Cecil	48.4	53.3	55.3	490	1.0%	700	1.3%
Charles	32.6	47.7	54.6	1,510	4.6%	2,300	4.8%
Frederick	71.9	84.9	91.6	1,300	1.8%	2,230	2.6%
Howard	36.2	62.4	80.8	2,620	7.2%	6,130	9.8%
Washington	91.2	103.8	105.2	1,260	1.4%	470	0.4%
Subtotal	333.1	421.1	463.6	8,800	2.6%	14,160	3.4%
<u>Non-Metropolitan Counties</u>							
Allegany	84.2	84.0	83.6	- 20	0.0%	- 170	- 0.2%
Calvert	15.8	20.7	23.7	210	3.1%	1,030	4.9%
Caroline	19.5	19.8	20.7	30	0.2%	330	1.6%
Dorchester	29.7	29.4	28.8	- 30	- 0.1%	- 200	- 0.6%
Garrett	20.4	21.5	23.5	110	0.5%	670	3.1%
Kent	15.5	16.1	16.5	60	0.4%	100	0.7%
Queen Anne's	16.6	18.4	19.0	180	1.1%	200	1.0%
St. Mary's	38.9	47.4	49.0	850	2.2%	530	1.1%
Somerset	19.6	18.9	18.6	- 70	- 0.4%	- 100	- 0.6%
Talbot	21.6	23.7	24.8	210	1.0%	370	1.5%
Wicomico	49.0	54.2	56.9	520	1.1%	900	1.6%
Worcester	23.7	24.4	25.5	70	0.3%	370	1.5%
Subtotal	354.5	378.5	390.6	2,120	0.6%	4,030	1.1%
Total, State of Maryland	3,100.6	3,923.1	4,069.7	81,970	2.6%	48,860	1.2%

^{1/} Provisional Estimate.

Source: U.S. Census of Population, 1960, 1970, 1973.

(Carroll, Cecil, Charles, Frederick, Howard and Washington) averaged an annual 3.4 percent increase in population during the period 1970-1973. This rate of increase is appreciably higher than the average annual increase of 1.0 percent experienced in Metropolitan counties (Anne Arundel, Baltimore County, Baltimore City, Harford, Montgomery, and Prince Georges) and the Non-Metropolitan counties (Allegany, Calvert, Caroline, Dorchester, Garrett, Kent, Queen Anne's, St. Mary's, Somerset, Talbot, Wicomico, and Worcester) and the state-wide average annual increase of 1.1 percent. The shift in the rate of increase in population is substantial when contrasted to the period 1960-1970. During the 1960-1970 decade, Metropolitan Counties increased at an average annual rate of 2.9 percent whereas Fringe-Counties and Non-Metropolitan Counties increased at an average annual rate of 2.6 percent and 0.06 percent respectively.

5. Absolute increases in future population in the state may be substantially lower than those experienced during 1960-1970. As portrayed on Table 7, through the period 1970-1973 Fringe and Non-Metropolitan counties of Maryland increased in population in absolute and percentage terms compared to their relative increases during the 1960-1970 decade. However, since 1970 the average annual rate of increase in population throughout the State of Maryland has decreased by approximately 40.4 percent,

from an average annual increase of 81,970 persons between 1960 and 1970 to 48,860 between 1970 and 1973. The most dramatic change in level of population increase has been in the Metropolitan counties where the average annual population increase has declined from 71,050 individuals during the 1960-1970 period to an average annual level of 30,670; this is a decrease of approximately 57 percent.

6. While Fringe and perhaps in the long run Non-Metropolitan counties, will experience a higher percentage rate of growth, the Metropolitan counties will continue to absorb the highest absolute increase in population. Should the trends suggested on Table 7 continue, metropolitan counties will continue to receive the major proportion of the state population increase, approximately 62.7 percent during the years 1970-1973.

II. State-Wide Economic Trends

1. Employment in the state is concentrated in the Baltimore-Washington corridor. As indicated in Table 8 approximately 85 percent of Maryland's employment was located in the Baltimore-Washington Region as of 1970. Sixty percent of the employment in the state as of 1970 was located in the Baltimore region and approximately 25 percent within the Washington Suburban Region.
2. The Regions of Maryland have special economic orientations. Table 9 portrays the composition of employment in

Table 8. EMPLOYMENT DISTRIBUTION IN MARYLAND BY REGION
COVERED AND RESIDENT EMPLOYMENT
1970

<u>Regions</u>	<u>Share of Covered Employment (Place of Work)</u>	<u>Share of Residents Employed (Place of Residence)</u>
Baltimore SMSA	60.0%	52.7%
Eastern Shore	6.3%	6.4%
Frederick	1.8%	2.2%
Southern Maryland	1.7%	2.3%
Suburban Washington	25.1%	31.5%
Western Maryland	5.1%	4.9%
Total	100.0%	100.0%

Source: Maryland Department of Employment and Social Services, Employment and Payrolls, 1970 and U.S. Bureau of the Census, PC(1)-222, 1970.

Table 9.

COMPOSITION OF EMPLOYMENT^{1/} BY REGIONS

STATE OF MARYLAND

1970

	Baltimore SMSA		Total SMSA	Eastern Shore	Frederick County	Southern Maryland	Suburban Washington	Western Maryland	State of Maryland	United States
	Baltimore City	Remainder SMSA								
Agriculture, Forestry, Fishing	0.4%	1.7%	1.1%	9.4%	6.0%	6.9%	0.9%	3.2%	1.9%	3.7%
Mining	0.1%	0.1%	0.1%	0.2%	0.7%	0.2%	0.1%	0.8%	0.2%	0.8%
Construction	5.2%	7.0%	6.1%	8.4%	11.0%	13.4%	5.9%	6.9%	6.6%	6.0%
Manufacturing	25.6%	24.8%	25.1%	26.5%	18.9%	8.7%	7.5%	30.8%	19.5%	25.9%
T.C.P.U.	7.8%	6.9%	7.2%	5.3%	6.8%	6.1%	6.1%	9.7%	6.9%	6.8%
Wholesale & Retail Trade	18.6%	20.0%	19.3%	19.6%	17.9%	17.8%	19.0%	19.3%	19.2%	20.0%
F.I.R.E.	5.0%	5.0%	5.0%	3.0%	5.0%	3.8%	5.8%	2.9%	5.0%	5.0%
Services ^{2/}	14.0%	10.9%	12.3%	11.0%	10.5%	12.1%	17.0%	9.8%	13.5%	12.7%
Education	7.2%	7.7%	7.5%	6.7%	8.9%	9.0%	9.4%	6.9%	8.1%	8.1%
Hospitals & Health	7.7%	4.9%	6.1%	4.9%	4.3%	3.5%	5.6%	5.4%	5.7%	5.5%
Public Administration	8.4%	11.0%	9.9%	5.1%	10.1%	18.5%	22.7%	4.2%	13.4%	5.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

^{1/} At place of residence.^{2/} Includes business and repair, private household, entertainment and recreation, welfare, religions, non-profit, etc.

Source: U.S. Bureau of Census, PC(1)-(22).

Maryland by region and Table 10 shows the economic sectors in which each region has a relative specialization. As indicated in Table 9, specialization by economic sector is as follows:

- Except for Suburban Washington and the Southern Maryland Region, manufacturing specialization is of major importance to the state and all regions.
- Agriculture, including forestry and fishing, is important to the economy of Frederick and the Eastern Shore but not for the state as a whole.
- Mining, even in the Western Maryland Region, which has the highest degree of specialization in this sector, is of nominal importance.
- The Frederick and Southern Maryland Regions have a high specialization in construction.
- Specialization in government, second only to manufacturing in the state, is of major importance to the economy of Suburban Washington.

3. Compared to national performance only three of the eight major industrial sectors in Maryland exhibited a high rate of growth during the period 1960-1970. Table 11 indicates that the major sectors of: 1) F.I.R.E., 2) Services, and 3) Wholesale and Retail Trade experienced positive increases. The other five sectors (mining, construction, manufacturing, transportation/communication/utilities and federal government grew at a slower rate than the national rate of growth in covered

Table 10.

ECONOMIC SPECIALIZATION BY REGIONSTATE OF MARYLAND1970

<u>Region</u>	<u>Economic Sector</u>	<u>Percent of Total Specialization</u> ^{1/}
Baltimore City	Manufacturing	44.4%
	Services	15.2%
	Public Administration	10.8%
		<hr/> 70.4%
Remainder Baltimore SMSA	Manufacturing	43.9%
	Public Administration	18.3%
	Wholesale & Retail Trade	8.4%
		<hr/> 70.6%
Frederick County	Manufacturing	27.3%
	Public Administration	15.5%
	Construction	13.9%
	Agriculture, Forestry	8.4%
		<hr/> 70.3%
Western Maryland	Manufacturing	59.6%
	T.C.P.U.	14.8%
	Wholesale & Retail Trade	6.5%
		<hr/> 80.9%
Southern Maryland	Public Administration	37.5%
	Construction	19.8%
	Agriculture, Forestry, Fishing	15.8%
		<hr/> 73.1%
Cecil County (Portion of the Eastern Shore)	Manufacturing	57.1%
	Agriculture, Forestry, Fishing	13.2%
	Public Administration	11.7%
		<hr/> 82.0%
Other Eastern Shore Counties	Manufacturing	44.6%
	Agriculture, Forestry, Fishing	24.5%
	Services	9.7%
		<hr/> 78.8%

^{1/} Regional employment excess over minimum requirements contributed by the major economic sectors within each region. The percentages are total employment in excess of "minimum Requirements". "Minimum requirements" refer to the share of a regions economic base which serves only local markets. The above calculations represent a shorthand method to estimate economic base activities.

Source: Economic Development in Maryland, RMC Report- UR 235
April 18, 1974 (Prepared for the Division of Research,
Maryland Department of Economic and Community Development

Table 11.

BASIC/NONBASIC EMPLOYMENTSTATE OF MARYLAND1970

(Thousands of Employees)

<u>Major Industrial Sectors</u>	<u>Total Employment</u>	<u>Local Employment</u>	<u>Basic Employment</u>
Agriculture	24.2	0.0	24.2
Mining	1.9	1.3	0.6
Construction	88.4	47.0	41.4
<u>Durable Manufacturing</u>	<u>145.3</u>	<u>40.1</u>	<u>105.2</u>
Lumber and Wood	3.7	3.7	0.0 ^{1/}
Furniture and Fixtures	5.4	3.0	2.4 ^{1/}
Stone, Clay and Glass	11.0	0.1	10.9 ^{1/}
Primary Metals	42.3	0.8	41.5 ^{1/}
Fabricated Metals	13.2	0.1	13.1 ^{1/}
Machinery, Except Electrical	15.4	0.3	15.1 ^{1/}
Electrical Machinery	17.2	0.6	16.6 ^{1/}
Transportation Equipment	24.6	19.2	5.4
Instruments	2.0	1.8	0.2
Miscellaneous	10.5	10.5	0.0
<u>Nondurable Manufacturing</u>	<u>125.8</u>	<u>36.1</u>	<u>89.7</u>
Food Products	38.7	9.3	29.4 ^{1/}
Textiles	2.3	2.1	0.2 ^{1/}
Apparel	22.4	0.1	22.3 ^{1/}
Paper and Allied Products	10.2	0.1	10.1 ^{1/}
Printing and Publishing	20.2	20.2	0.0 ^{1/}
Chemicals	17.4	1.3	16.1 ^{1/}
Petroleum Refining	1.0	0.3	0.7 ^{1/}
Rubber and Misc. Plastics	11.1	0.2	10.9 ^{1/}
Leather	2.5	2.5	0.0
Other Nondurables	0.0	0.0	0.0
Transportation, Communications and Utilities	81.0	62.1	18.9
Wholesale Trade	59.9	51.7	8.2
Retail Trade	244.1	184.6	59.5
Finance, Insurance and Real Estate	68.6	53.4	15.2
Services	236.7	191.8	44.9
Federal Government	125.9	0.0	125.9
State and Local Governments	182.9	182.9	0.0
All Other Non-Agriculture	<u>120.2</u>	<u>87.5</u>	<u>32.7</u>
<u>Total</u>	<u>1504.9</u>	<u>938.5</u>	<u>566.4</u>

^{1/} Estimated from the 1967 Census of Transportation.

Source: Maryland Department of Employment and Social Services. "Employment and Payrolls"; RMC-235, Economic Development in Maryland, 1960-1972.

employment. By region the impact of this growth profile is as follows:

- the Baltimore SMSA experienced a deterioration of its competitive position in the manufacturing and Federal Government sector. Some losses, in addition, occurred in the F.I.R.E., and mining and quarrying sectors.
- Western Maryland experienced a deterioration in wholesale and retail trade, services, F.I.R.E. and in mining. Losses in these categories have been, in part, offset by gains in the construction and manufacturing sectors.
- Both Suburban Washington and the Eastern Shore exhibit positive regional gains in all major employment sectors. However, the distribution gains within the Eastern Shore region are uneven.
- Southern Maryland has a negative regional share in the manufacturing sector.
- The Frederick Region has a negative regional share in services and Federal Government.

The above description of the relative importance of principal economic sectors throughout the state provides an overview of the strengths and weaknesses of the Maryland economy. To develop a complete appreciation of the strengths and weaknesses in the state and between regions, or full scale shift share analysis and economic base study would be warranted.

4. Maryland's economy is dependent on two main forces:

1) Federal Government employment throughout the state and the large percentage of Maryland residents employed by the Federal Government in Washington, D.C. and 2) manufacturing activities centered on the Port of Baltimore. As of 1970,

as indicated in Table 11, of the estimated 566,400 basic employees in the state, manufacturing accounted for 34.2 percent, the Federal Government accounted for 22.2 percent, retail trade accounted for 10.5 percent, services accounted for 7.9 percent, construction accounted for 7.3 percent and our other sectors accounted for the remaining 18 percent.

5. Manufacturing, one of the strongest employment sectors of the Maryland economy, is on the decline. Table 17 portrays employment in manufacturing activities during the period 1960-1972. From Table 12, it is apparent that manufacturing employment in Maryland reached a high point in 1967 and has declined nearly every year since. Maryland's decline in manufacturing, however, is not dissimilar from the national experience. Throughout the U.S., employment in manufacturing has declined since 1969 when it reached a high of 20.167 million employed persons. Maryland's decline in manufacturing employment, may be attributed to: 1) a manufacturing orientation toward industries with slow or no-growth characteristics through the national economy or 2) a loss of Maryland's share of employment in certain industries.

III. Implications for Urban Places

1. Urban places situated in the Baltimore-Washington corridor will likely continue to be the primary focus

Table 12. MANUFACTURING EMPLOYMENT TRENDS
 STATE OF MARYLAND
 1960-1972
 (Thousands of Employees)

	<u>Total Manufacturing</u>	<u>Durable Goods</u>	<u>Nondurable Goods</u>
1960	259.9	144.9	115.0
1961	256.7	141.3	115.4
1962	258.6	141.5	117.1
1963	260.4	143.3	117.1
1964	258.1	139.9	118.2
1965	264.8	143.7	121.1
1966	279.8	155.3	124.5
1967	283.3	157.7	125.6
1968	280.6	154.0	126.6
1969	281.3	154.5	126.8
1970	271.1	145.3	125.8
1971	252.1	131.5	120.6
1972	247.8	130.6	117.2

Source: United States Department of Labor, Bureau of
Labor Statistics, Employment and Earnings.

Table 13.

EMPLOYMENT INDICATORS
MARYLAND REGIONS AND COUNTIES
1970

<u>Regions and Counties</u>	<u>Percentage</u> <u>Manu-</u> <u>facturing</u> <u>Employment</u> <u>1970</u>	<u>Percentage</u> <u>Agricultural</u> <u>Employment</u> <u>1970</u>	<u>Percentage</u> <u>Military</u> <u>Employment</u> <u>Out of</u> <u>Total</u> <u>Civilian</u> <u>Employment</u> <u>1970</u>	<u>Percentage</u> <u>Federal</u> <u>Employment</u> <u>1970</u>	<u>Leading Sectors in Employment</u>
<u>Baltimore SMSA</u>					
Baltimore City	25.6	0.4	0.9	10.6	Manufacturing-Retail Trade
Anne Arundel	19.7	1.4	14.7	19.5	Manufacturing-Federal Government
Baltimore County	27.6	0.9	0.7	9.3	Manufacturing-Retail Trade
Carroll	30.2	6.7	0.2	9.9	Manufacturing-Retail Trade
Harford	21.8	3.5	19.4	24.2	Federal Government-Manufacturing
Howard	16.7	3.5	1.0	18.4	Federal Government-Manufacturing
<u>Eastern Shore</u>					
Caroline	29.4	12.5	0.2	6.8	Manufacturing-Transportation, Communications, & Utilities
Cecil	32.1	6.3	21.8	16.2	Manufacturing-Federal Government
Dorchester	38.8	6.2	0.0	8.8	Manufacturing-Retail Trade
Kent	20.1	16.6	0.5	5.4	Manufacturing-Agriculture
Queen Anne's	19.9	13.7	0.8	11.1	Manufacturing-Agriculture
Somerset	26.9	11.8	0.4	8.0	Manufacturing-Agriculture
Talbot	16.7	10.9	0.2	5.8	Manufacturing-Retail Trade
Wicomico	24.4	6.3	0.2	7.8	Manufacturing-Retail Trade
Worcester	22.3	12.3	0.1	6.0	Retail Trade-Manufacturing
Frederick	18.9	6.0	0.3	13.7	Manufacturing-Retail Trade
<u>Southern Maryland</u>					
Calvert	4.5	8.9	1.3	15.5	Federal Government-Retail Trade
St. Mary's	5.1	7.8	49.7	30.8	Federal Government-Retail Trade
Charles	13.3	5.2	4.9	29.3	Federal Government-Retail Trade
<u>Maryland-Washington SMSA</u>					
Montgomery	7.3	1.0	2.8	26.0	Federal Government-Services
Prince George's	7.7	0.8	6.6	30.8	Federal Government-Retail Trade
<u>Western Maryland</u>					
Allegany	31.1	1.0	0.2	7.0	Manufacturing-Retail Trade
Garrett	20.2	9.2	0.1	8.0	Retail Trade-Manufacturing
Washington	32.4	4.0	3.1	5.9	Manufacturing-Retail Trade

Source: U.S. Bureau of the Census, Census of Population, (1970); RCA-235, Economic Development in Maryland, 1960-1972.

of growth and development pressures. Given the existing concentrations of both population and employment in the suburban Washington and the Baltimore SMSA plus the comparative economic strength and competitive advantage of urban places located therein, these regions will remain the most densely urbanized.

2. Urban places in "fringe" areas may, under favorable economic conditions, continue to experience a higher percentage rate of new population growth than Metropolitan urban places. Recent population trends and analysis suggest that urban places in "fringe" counties of Metropolitan areas will experience a reversal to the historic rural out-migration trends, particularly Charles, Frederick, Carroll and Cecil Counties. However, the strength of this trend is tempered by: (1) national economic trends, particularly in the manufacturing sector and the availability and cost of fuel for auto and truck transit. For the most part, urban places in "fringe" counties will remain dominated by one or two major employers and will have a dependability on time-distance proximity to Metropolitan urban places.
3. Urban places in rural areas, except for major trade and recreation places, are not likely to experience a major revitalization. There is no pervasive trend, either in terms of population or employment opportunities that suggest the majority of urban places in the rural counties

of the state are likely to be susceptible to the same growth and development pressures common to Metropolitan urban places or those recently evidenced in Fringe urban places.

4. The strength of urban places throughout the state appears to relate to competitive economic advantage rather than as a result of conscious state policies for urban places.

Urban places which exhibit an underlying strength in terms of population and employment, almost universally, have a locational advantage (proximity, transportation access and linkages or major Federal government employment installations) to serve available market supports. To fail to recognize the economic supports necessary to the vitality of an urban place would be unwise.

Regional Factors Influencing Growth Development in Urban Places

Beyond the principal considerations of population and employment characteristics in the State of Maryland and the relative distribution between Maryland's regions, each region has a number of specific characteristics which are likely to condition the outlook for urban places. Alternatively, sensitivity to issues which confront individual regions poses a logical first step in developing a state-wide urban places policy that will be responsive not only to the aggregate issues which confront urban places (population and employment) but also those issues which characterize one region from another in more than a geographical delineation.

The factors which influence urban places at the state level (population employment) are of importance at the regional level. However, the previous discussion of population and employment impacts on urban places has concentrated on portraying the aggregate characteristics which will influence urban places throughout the state. In the following review, individual regions are assessed according to the particularized factors which will influence the outlook for growth and development of urban places within regions rather than between regions.

For state planning purposes, Maryland is divided into seven regions. These regions have more than a spatial significance. The following describes the major factors which condition the outlook for urban places within the seven regions of the state:

- I. The Suburban Washington Region, comprised of Montgomery and Prince George's counties, is the fastest growing region in Maryland, accounts for over 30 percent of the state's population and contains approximately 33 percent of the identified urban places in the state. During the 1960-1970 decade this region experienced an average annual population growth of 47,500 or 7 percent and a household growth rate of nearly 9 percent. Two-thirds of this increase was the result of immigration to the region. Similarly, employment increased during this period at a rate of 22,400 annually or more than 55 percent of the total State gains. While these gains were primarily concentrated in the sectors of trade and service related industries, the Suburban Washington Region's economy is overwhelmingly supported and dependent on the federal government.

In terms of regional factors which affect urban places, the following are the most significant:

- Rapid growth in this region during the past decade has created a major region-wide development constraint in the form of inadequate sewage treatment and transmission capacity. This factor conditions the amount of new population and development the region can absorb in the immediate future.
- Due to the proliferation of growth in the Suburban Washington Region, the local jurisdictions (Montgomery and Prince George's County) have instituted various types of development controls in order to channel the direction and location of new growth and development.
- The long term pressure for new growth and development in the Suburban Washington area is likely to remain high as a result of employment increases related to the expansion of the Federal Government. However, in terms of absorbing new growth and development the absence of developable land will force growth pressure to newer undeveloped areas.
- In terms of immediate opportunities, recognizing the constraints of the sewer moratorium and the absence of available land, there are a number of urban places situated close to the jurisdictional lines of the District of Columbia. These urban places, for the most part situated in Prince George's County, are older, poor areas which due to location and availability of infrastructure pose a logical area for redevelopment. Furthermore, the inhabitation quality in these types of urban places is generally lower than the remainder of the region and therefore presents an area in which to possibly concentrate public policy orientation.
- Another major foreseeable opportunity in the region is the Metro system. Completion of the Metro system will generate a potential for higher density development in urban places with transit stops; these present a logical opportunity to channel a portion of the future development in the region.

II. The Southern Maryland Region is composed of St. Mary's, Calvert, and Charles Counties. St. Mary's and Calvert Counties are of predominately rural orientation, while Charles County, recently added to the Washington SMSA, is experiencing a high rate of urbanization.

As a region, Southern Maryland experienced the second highest growth rate in the State during the period 1960-1970; during this period population grew at a rate of 2,800 persons per year, or approximately 3.3 percent. Indicative of the differentiated vitality of the region, a net in-migration of 7,300 was recorded for the entire region despite a 2,000 out-migration from rural St. Mary's County.

Similar to population, employment grew at an annual rate of 1,100 jobs annually (4.4 percent) and was the second highest rate experienced in the state during the 1960's. However, major employment opportunities in the region are for the most part limited to agriculture or related to government naval stations.

In terms of regional factors which affect urban places in Southern Maryland, the following are the most significant:

- Because of its proximity to the Washington Metropolitan area, urban places in Charles County are likely to absorb the major proportion of new growth and development occurring in the region.
- While there is evidence of increased second home and recreation development in St. Mary's and Calvert Counties, poor highway network access within these two counties will limit the magnitude of recreation oriented growth.

- Due to the dependency on military installations (Naval related), urban places in the Southern Maryland region surrounding the bases face an exposure to lower growth and development potentials if locational policies for these installations change.
- A major constraint to a high magnitude of growth and development throughout the region is reflected in community and political attitudes. For the most part, residents and political leadership throughout the region have exhibited a resistance to growth (i.e., the proposed refinery for Piney Point). While this situation may be susceptible to change over time, for the foreseeable future there is not an active or aggressive desire to increase the rate and magnitude of growth and development throughout the region.

III. The Lower Eastern Shore Region defined as Dorchester, Wicomico, Somerset and Worcester Counties, experienced the lowest population increase in the States during the period 1960-1970. During the 1960's decade, total population increased annually by 490 persons, or approximately 0.4 percent. The counties of Dorchester and Somerset however, experienced a net out migration during the period of approximately 1,000 persons. Wicomico County was the fastest growing jurisdiction in the region -- 1.1 percent annual growth 1960 to 1970 -- due to expansion in the non-incorporated areas surrounding Salisbury.

Major employment opportunities within the region however, are limited to small manufacturing firms -- primarily food processing plants -- in Cambridge or Salisbury or truck and poultry farms in the rural areas. The recreation oriented industry -- centered around Ocean City -- provides some seasonal employment opportunities for the Lower Eastern Shore Region.

In terms of regional factors which affect urban places, the following are most significant:

- Cambridge, Salisbury, and Ocean City represent the most probable locations for future urbanization within the region. This is primarily due to their connection with existing transportation linkages and their established economic functions.
- The future vitality of urban places, particularly Cambridge and Salisbury, is dependent on rail freight service. If rail abandonment occurs throughout the Lower Eastern Shore, then the majority of urban places in the region would experience a deterioration in their traditional economic function -- processing and distribution of agricultural commodities.
- Smaller urban places in the region have an inordinate percentage of population over the age of 65, reflecting the out-migration of the younger population to greater opportunities.
- Public awareness of redevelopment potentials in urban places is low and consequently, public and private actions taken to encourage development and alleviate problems are limited. In addition, a low participation rate in state and federal programs further hinders potential redevelopment in the region.

IV. The Upper Eastern Shore Region comprised of five counties, Cecil, Kent, Queen Anne's, Calvert and Caroline, represents a mix of diversified trends. The region during the 1960-1970 decade grew at an annual average rate of 980 persons or, approximately 0.8 percent. Likewise, employment growth in the region was moderate; however, agricultural employment declined while the manufacturing and service sectors increased.

Within the region, there are significant variations to the regional trends. Cecil County, at the northern extreme of the region, has experienced the highest growth rate due to its

proximity to manufacturing centers in Pennsylvania and Delaware. Furthermore, due to interstate transportation access and proximity to the manufacturing centers of Pennsylvania and Delaware there has been a growth in the manufacturing base of the county. Alternatively, the remaining four counties -- Kent, Queen Anne's, Talbot, and Caroline -- have a primarily rural, agricultural orientation. While manufacturing does occur in these four counties, it is primarily of an agricultural processing and packaging nature.

In terms of regional factors which affect urban places, the following are the most significant:

- Similar to the Lower Eastern Shore, the future vitality and strength of urban places in the region, particularly in the southern four counties, is tied to the continued operation of rail freight service.
- Transportation access, particularly to the southern four counties of the region, poses a major development constraint. At present, the regional transportation network does not adequately service the lower four county region.
- The region, particularly Cecil County, is sensitive to military base closings and federal policies relating to military installations. As of 1970, approximately 21.8 percent of the employment in Cecil County was related to military operations. With the closing of the Bainbridge military installation, a significant portion of the county's economic base has been removed.
- Recreation and resort oriented development opportunities are limited in the Upper Eastern Shore Region. While several of the urban places in Talbot, Queen Anne's, and Kent Counties have historically had either a boat building or recreation industry, these have become either locationally obsolete or at a severe competitive disadvantage due to national marketing opportunities or better situated resorts along the Atlantic Seaboard.

- Many of the urban places in the region have severe physical constraints to development in the form of inadequate bearing capacity or poor soil.
- In the rural areas of the region, particularly the southern four counties, the level of community and political consciousness towards the development of urban places is low, often because technical expertise to initiate action is unavailable.

V. The Baltimore SMSA Region which includes the counties of Harford, Baltimore, Baltimore City, Anne Arundel, Howard and Carroll is the most extensively urbanized region of the State. On an annual average basis population increased by approximately 27,000 or 1.5 percent during the decade. This accounted for approximately one-third of the state's population increase from 1960 through 1970. Similar to the high rate of population increase, employment in the region grew at an average annual rate of 14,000. The predominant orientation in terms of employment and economic structure of the region is in manufacturing and the service-related sectors. Historically, the economic strength of the region has been dependent on manufacturing and trade activities related to the Port of Baltimore. While manufacturing remains a major source of employment and contribution to the economic base of the region, it is experiencing a decrease. Counterbalancing decreases in manufacturing employment are regional gains in retail trade, services, and federally related employment.

In terms of regional factors which affect urban places, the following are the most significant:

- Due to the age and character of the City of Baltimore, not only in terms of employment opportunities and competitive disadvantage but also inavailability of land and other metropolitan type problems, urban places outside of the City of Baltimore and Baltimore County are experiencing high levels of growth.
- The future growth and development of the region will be sensitive to the future competitive advantage of the Port of Baltimore and its attendant manufacturing and federal policies relative to the location of federal employment centers and military installations; this is particularly true for the City of Baltimore, Anne Arundel County, and Howard County which have a high percentage of either federal employment or military and military related employment.
- Many of the existing urban areas in the region, particularly those surrounding the City of Baltimore have major land development constraints due to the fact that there is no vacant land.
- Due to rapid urbanization in the 1960's there is increasing evidence of inadequate water and sewer transmission and treatment capabilities plus inadequate water supplies (particularly for Harford County).

VI. The Frederick Region or Frederick County, is the smallest region, in physical size and population, in the state. From 1960-1970 Frederick experienced a moderate population increase of approximately 1,033 persons annually. Similar to population growth, employment grew at an annual average rate during the period of 750. The modest rate of employment growth, however, does not reflect the changing composition of Frederick's employment base. During the 1960-1970 period Frederick experienced substantial losses in the agricultural sector but major increases in the trade and service-related industries.

Furthermore, Frederick's economic base, as typified by the City of Frederick, has been experiencing substantial diversification. In addition to employment within the region, the Frederick Region is a major supplier of construction trade employees to the Washington, D.C. metropolitan area.

In terms of regional factors which affect urban places, the following are the most significant:

- To the degree that transportation costs do not become prohibitive, the Frederick Region's close proximity to Washington will influence growth and development throughout the region.
- The I-70 employment corridor in Montgomery County is a consistent source of employment for Frederick County residents. In 1970, 11.8 percent of employed persons in Frederick commuted to work in Montgomery County.
- The Frederick region has a number of specialized function urban places which have either declined in economic force or remained essentially stable; Thurmont (a historic mill town) and Brunswick (a railroad town) are typical of the specialized types of urban places in the region. To the extent that additional employment opportunities or expansion can be located in these places, their size may remain essentially stable.
- The majority of urban places in the region have major development constraints in the form of the absence of water and sewer systems or inadequate water and sewer systems to accommodate new growth and development.

VII. The Western Maryland Region comprised of Washington, Garrett, and Allegheny Counties is the most geographically isolated region of the state. Indicative of its geographic position within the state, Western Maryland grew at an annual average rate of approximately 1,000 persons annually or 0.7 percent during the

period 1960-1970. Coupled with the modest population increase was an annual average out-migration of 220. For the most part, growth experience during the 1960 decade was concentrated in the easternmost county, Washington, which is connected to Baltimore and Washington by Interstate 70. Similar to population increases, employment grew at an annual average rate of 878 or approximately 1.3 percent. As of 1970, all three counties had a relatively high percentage of employment in manufacturing (Allegheny, 31.1 percent; Garrett, 20.2 percent and Washington, 32.4 percent). During the 1960-1970 period substantial losses were recorded in the agricultural and construction sectors with some offsetting gains in manufacturing and trade and service sectors. Historically, the high out-migration rate has contributed to a higher percentage of aging population. On a region-wide basis, the future for reversal of historic trends is unclear. The recreation industry, once important to Garrett County, evidences recent deterioration while mining activity -- previously on the decline -- has increased due to a high demand for coal.

In terms of regional factors which affect urban places, the following are the most significant:

- Inadequate regional transportation linkages, particularly in Garrett and Allegheny Counties, depress growth and development. The completion of the National Freeway, however, will improve access and should stimulate travel from the Pittsburgh, Washington and Baltimore metropolitan areas to the region.

- The proximity of the western Maryland counties to Pennsylvania employment centers appears to benefit the region only minimally. In 1970, only 1.8 percent of employed persons in Garrett County worked in the Johnstown SMSA (primarily Somerset County) and very few Maryland residents worked in the Pittsburgh Region.
- Topographical conditions, primarily in Garrett and Allegheny Counties limit the size and location of urban places.
- Political attitudes appear receptive to growth and development but do not appear to be actively predisposed to development of existing urban areas.
- Major opportunities, particularly in terms of urban places, are not overly abundant in the region due to its geographic isolation.

* * *

The preceding review of state and regional factors which will condition the outlook for growth and development should provide an initial overview to the aggregate forces influencing urban places in the State of Maryland. In the following section, the specific characteristics of urban places in Maryland, are analyzed in terms of the established classification system. To counterbalance and develop a deeper appreciation of the following analysis, state and regional factors which bear upon the growth and development in a particular urban place have been accounted for. However, the preceding review of state and regional factors should be kept in mind as basic trends which condition the outlook for urban places in Maryland.

SECTION VI

ANALYSIS OF PROBLEMS, OPPORTUNITIES
AND ISSUES IN URBAN PLACES

SECTION VI
ANALYSIS OF PROBLEMS, OPPORTUNITIES
AND ISSUES IN MARYLAND'S URBAN PLACES

The purpose of this section is to analyze and organize the specific characteristics of urban places to determine what types of problems, opportunities and issues are common to different types of urban places in the state. Specifically, the focus of this analysis is:

1. To identify and group common types of characteristics within the classification system.
2. To cross reference the classification system characteristics with one additional variable - location. This provides a means to determine which variables in the classification system best indicate common characteristics of urban places in order to analyze a number of different places with common characteristics.
3. To cross-tabulate relevant classification system with the specific detailed characteristics of urban places to determine the types and nature of problems, opportunities and issues in urban places in terms of General Plan objectives.

This analysis is the central determinant of the need and potential for an urban places policy in the State of Maryland. In this analysis, the specific problems, opportunities and issues in each of the 235 measurable urban places are contrasted and organized in terms of the classification system characteristics. (Refer to Glossary of Terms for specific definition of terms.)

The technique utilized to organize and array the specific problems, opportunities and issue characteristics of urban places is through a crosstabulation of the joint frequency distribution of classification system characteristics and place specific characteristics. This is

accomplished by categorizing and coding place-specific characteristics of problems, opportunities, and issues and deriving a distribution against the classification systems previously formulated.

To arrive at the most revealing relationships and measures of problems, opportunities, and issues in urban places, this analysis is divided into two parts. The first analysis is the relationships and clustering tendencies of types of urban places within the classification system. The second analysis takes the most relevant classification system (in terms of explaining other variables) and contrasts them with the types of problems and opportunities in urban places relative to the attainment of General Plan objectives.

Classification System Characteristics

In order to undertake an analysis of all the problems, opportunities and issues in Maryland's urban places, it is necessary to know which of the variables within the classification system provide the greatest insight into the types of urban places in the state. In theory, the classification should stand on its own, thereby eliminating this step. However, in this particular case, the classification system is used as part of an organizing framework rather than a specific end product itself. Furthermore, due to technical limitations of the matrix design of the classification system a less meaningful analysis would result if the five variables of the classification system were consolidated. Therefore, it is necessary to know which of the variables in the classification system can be consolidated in order to explain types of urban places in the state.

As previously indicated, there are four variables which have been incorporated into the classification system; these are: (1) age (2) size,

(3) growth rate, (4) economic function. In addition, a fifth variable -- regional location in the state -- is included to account for the broad forces of population and economy which influence an urban place.

To determine which of these variables indicate a high frequency of occurrence with one or more of the other variables within the classification system, a series of cross-tabulation of characteristics was performed. The results of running each of the system characteristics in different combinations against each other are as follows:

1. The age of an urban place is a good indicator of size and growth rate. In Tables 14-15 several combinations of cross-tabulations of age, size, economic function and growth rate are presented. The result which emerges is that the distribution of urban places between old and new and other classification systems variables forms a consistent pattern in which old and new explain the other variables. Specifically, the results are as follows:

- Table 14 indicates there is nearly an even split between new urban places (120 places, 50.6 percent of all places) versus old urban places (117 places, 49.6 percent of the total). Furthermore, old places are predominately either minor trade centers (44) percent or minor employment centers (17.9 percent) and approximately 71 percent of all old places have a population under 2,500. The remainder of old urban places are evenly distributed in size of population and tend to be urbanized suburbs in metropolitan area.
- From Table 14, again, new places are predominantly (58.3 percent) urbanized metro suburbs or minor trade centers (60.8 percent) or minor employment centers (13.3 percent). In terms of size, new urban places tend to be either under 2,500 in

Table 14.

ECONOMIC FUNCTION OF URBAN PLACES BY AGE OF URBAN PLACES

BY SIZE OF URBAN PLACES^{1/}

STATE OF MARYLAND

Economic Function	Size of Urban Places						Total
	Less than 2,500	2,500- 5,000	5,000- 10,000	10,000- 25,000	25,000- 50,000	50,000- 100,000	
Old							
Regional Trade Center	-	1	2	3	3	-	9
Minor Trade Center	52	1	1	-	-	-	54
Minor Industrial or Employment Center	20	3	1	-	-	-	24
Suburb of Non-Metro	6	-	2	-	-	-	8
Metro Suburb Non-Urbanized	1	-	-	-	-	-	1
Urbanized Metro Suburb	4	2	2	4	4	5	21
Subtotal	83	7	8	7	7	5	117
New							
Regional Trade Center	-	-	2	-	-	-	2
Minor Trade Center	10	1	1	1	-	-	13
Minor Industrial or Employment Center	10	-	4	2	-	-	16
Suburb of Non-Metro	4	1	-	-	-	-	5
Metro Suburb Non-Urbanized	5	2	4	2	1	-	14
Urbanized Metro Suburb	7	6	25	25	6	1	70
Subtotal	36	6	36	30	7	1	120
Total							
Regional Trade Center	-	1	4	3	3	-	11
Minor Trade Center	62	2	2	1	-	-	67
Minor Industrial or Employment Center	30	3	5	2	-	-	40
Suburb of Non-Metro	10	1	2	-	-	-	13
Metro Suburb Non-Urbanized	6	2	4	2	1	-	15
Urbanized Metro Suburb	11	8	27	29	10	6	91
Total	119	17	44	37	14	6	237

^{1/} For definitions of terms refer to glossary in Appendix A.

Source: Gladstone Associates.

Table 15.

AGE OF URBAN PLACES BY GROWTH RATE IN URBAN PLACES
BY SIZE OF URBAN PLACES
STATE OF MARYLAND

		Size of Urban Place						Total
		Less Than 2,500	2,500- 5,000	5,000- 10,000	10,000- 25,000	25,000- 50,000	50,000- 100,000	
<u>Old</u>	Growing	39	1	5	3	4	3	55
	Stable	21	2	-	2	2	1	28
	Declining	23	4	3	2	1	1	34
	Subtotal	83	7	8	7	7	5	117
<u>New</u>	Growing	23	6	29	24	6	1	89
	Stable	6	3	4	4	1	-	18
	Declining	7	1	3	2	-	-	13
	Subtotal	36	10	36	30	7	1	120
<u>Total</u>								
	Growing	62	7	34	27	10	4	144
	Stable	27	5	4	6	3	1	46
	Declining	30	5	6	4	1	1	47
	Total	119	17	44	37	14	6	237

1/ For definitions refer to glossary in Appendix A.
Source: Gladstone Associates.

population (30 percent) or between 5,000 - 10,000 (30 percent) and 10,000 - 25,000 (25 percent). Approximately 58 percent of all new places are urbanized metro suburbs and have a population of between 5,000 - 25,000.

- Table 15, the age of an urban place by its historical growth rate and by size, reconfirms the old and new frequency distribution of types of urban places. Approximately 71 percent of all old urban places in Maryland are less than 2,500 in population and do not exhibit a central tendency to any specific growth rate. Overall, there tends to be more old places declining (29 percent) than new places (11 percent places are growing compared to 47 percent of the old places). Both old and new places are evenly distributed in the remaining categories of stable and declining.

2. The classification of urban places by region is a strong indicator of economic function, age and growth rate and to a limited degree size. Like the age characteristics of urban places, location (as designated by regions) yields a relatively consistent pattern of frequency of types of urban places. The results of a series of a different cross-tabulations using region as the organizing principle is as follows:

- Table 16 indicates the economic function and age of urban places by their region. The Western Region can be characterized as predominantly consisting of older urban places (69.5 percent) and having the dominant economic functions of minor trade center (29 percent), minor employment center (40 percent) or non-metro suburb (25 percent). In the Frederick Region 87.5 percent of the urban places are old with 87.5 percent of the places being minor trade centers (37.5 percent) or minor employment centers (50 percent). The Baltimore Region has a 63 percent - 37 percent split between old and new urban places and only non-metro suburbs are not evidenced in any great proportion in this region (approximately 4 percent). The Upper Eastern Shore has a high percentage of old places (81.25 percent) and consists almost

Table 16.

AGE OF URBAN PLACES BY ECONOMIC FUNCTION OF URBAN PLACES^{1/}
STATE OF MARYLAND BY REGION
1974

Region/Age	Economic Function						Total
	Regional Trade Center	Minor Trade Center	Minor Employment Center	Non-Metro Suburb	Non-Urbanized Metro Suburb	Urbanized Metro Suburb	
<u>Western</u>							
Old	2	9	7	5	0	0	23
New	0	0	6	3	0	0	9
Subtotal	2	9	13	8	0	0	32
<u>Frederick</u>							
Old	1	2	4	0	0	0	7
New	0	1	0	0	0	0	1
Subtotal	1	3	4	0	0	0	8
<u>Baltimore</u>							
Old	2	7	3	0	0	8	20
New	1	4	4	2	9	14	34
Subtotal	3	11	7	2	9	22	54
<u>Upper Eastern Shore</u>							
Old	2	21	3	0	0	0	26
New	0	4	2	0	0	0	6
Subtotal	2	25	5	0	0	0	32
<u>Lower Eastern Shore</u>							
Old	2	11	5	3	0	0	21
New	0	1	0	0	0	0	1
Subtotal	2	12	5	3	0	0	21
<u>Southern</u>							
Old	0	1	2	0	0	0	3
New	1	1	3	0	0	0	5
Subtotal	1	2	5	0	0	0	8
<u>Suburban Washington</u>							
Old	0	2	0	0	1	12	15
New	0	2	1	0	5	56	64
Subtotal	0	4	1	0	6	68	79
<u>Total</u>							
Old	9	53	24	8	1	20	115
New	2	13	16	5	14	70	120
Total	11	66	40	13	15	90	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

Table 17.

GROWTH RATE OF URBAN PLACES BY SIZE

BY REGION^{1/}

STATE OF MARYLAND

Region/Growth Rate	Size						Total
	Under 2,500	2,500- 5,000	5,000- 10,000	10,000- 25,000	25,000- 50,000	50,000- 100,000	
<u>Western</u>							
Growing	10	0	1	0	0	0	11
Stable	7	1	0	0	1	0	9
Declining	9	1	1	0	1	0	12
Total	26	2	2	0	2	0	32
<u>Frederick</u>							
Growing	6	0	0	1	0	0	7
Stable	0	1	0	0	0	0	1
Declining	1	0	0	0	0	0	1
Total	7	1	0	1	0	0	9
<u>Baltimore</u>							
Growing	12	1	12	9	6	1	41
Stable	2	1	0	1	1	1	6
Declining	3	0	1	3	0	1	8
Total	17	2	13	13	7	3	55
<u>Upper Eastern Shore</u>							
Growing	14	0	1	0	0	0	15
Stable	10	1	1	0	0	0	12
Declining	4	0	1	0	0	0	5
Total	28	1	3	0	0	0	32
<u>Lower Eastern Shore</u>							
Growing	6	1	0	0	0	0	7
Stable	3	0	0	1	0	0	4
Declining	9	1	0	1	0	0	11
Total	18	2	0	2	0	0	22
<u>Southern</u>							
Growing	6	0	2	0	0	0	8
Stable	0	0	0	0	0	0	0
Declining	0	0	0	0	0	0	0
Total	6	0	2	0	0	0	8
<u>Washington Suburban</u>							
Growing	8	5	18	17	4	3	55
Stable	5	1	3	4	1	0	14
Declining	4	3	3	0	0	0	10
Total	17	9	24	21	5	3	79

^{1/} For definitions, refer to Glossary in Appendix A.

Source: Gladstone Associates.

Table 18.

GROWTH RATE OF URBAN PLACES BY ECONOMIC FUNCTION
BY REGION^{1/}
STATE OF MARYLAND

Region/Growth Rate	Economic Function						Total
	Regional Trade Center	Minor Trade Center	Major Employment Center	Non-Metro Suburb	Non-Urbanized Metro Suburb	Urbanized Metro Suburb	
<u>Western Region</u>							
Growing	0	2	5	4	0	0	
Stable	1	5	1	2	0	0	
Declining	1	2	7	2	0	0	
Total	2	9	13	8	0	0	
<u>Frederick</u>							
Growing	1	2	3	0	0	0	
Stable	0	0	1	0	0	0	
Declining	0	1	0	0	0	0	
Total	1	3	4	0	0	0	
<u>Baltimore</u>							
Growing	3	10	6	0	7	14	
Stable	0	1	0	0	1	4	
Declining	0	0	1	2	1	4	
Total	3	11	7	2	9	22	
<u>Upper Eastern Shore</u>							
Growing	1	12	2	0	0	0	
Stable	1	9	2	0	0	0	
Declining	0	4	1	0	0	0	
Total	2	25	5	0	0	0	
<u>Lower Eastern Shore</u>							
Growing	0	5	1	1	0	0	
Stable	1	1	1	1	0	0	
Declining	1	6	3	1	0	0	
Total	2	12	5	3	0	0	
<u>Southern</u>							
Growing	1	2	5	0	0	0	
Stable	0	0	0	0	0	0	
Declining	0	0	0	0	0	0	
Total	1	2	5	0	0	0	
<u>Washington Suburban</u>							
Growing	0	4	1	0	4	46	5
Stable	0	0	0	0	2	12	1
Declining	0	0	0	0	0	10	1
Total	0	4	1	0	6	68	

^{1/} For definitions, refer to Glossary in Appendix A.

Source: Gladstone Associates.

Table 19.

REGION BY AGE BY GROWTH RATE
CHARACTERISTICS OF URBAN PLACES^{1/}
STATE OF MARYLAND

Region/Age	Growth Rate			Total
	Growing	Stable	Declining	
<u>Western</u>				
Old	6	7	10	23
New	5	2	2	9
Subtotal	<u>11</u>	<u>9</u>	<u>12</u>	<u>32</u>
<u>Frederick</u>				
Old	6	1	1	8
New	1	0	0	1
Subtotal	<u>7</u>	<u>1</u>	<u>1</u>	<u>9</u>
<u>Baltimore</u>				
Old	15	3	3	21
New	26	3	5	34
Subtotal	<u>41</u>	<u>6</u>	<u>8</u>	<u>55</u>
<u>Upper Eastern Shore</u>				
Old	11	10	5	26
New	4	2	0	6
Subtotal	<u>15</u>	<u>12</u>	<u>5</u>	<u>32</u>
<u>Lower Eastern Shore</u>				
Old	6	4	11	21
New	1	0	0	1
Subtotal	<u>7</u>	<u>4</u>	<u>11</u>	<u>22</u>
<u>Southern</u>				
Old	3	0	0	3
New	5	0	0	5
Subtotal	<u>8</u>	<u>0</u>	<u>0</u>	<u>8</u>
<u>Washington Suburbs</u>				
Old	8	3	4	15
New	47	11	6	64
Subtotal	<u>55</u>	<u>14</u>	<u>10</u>	<u>79</u>
<u>Total All Regions</u>				
Old	55	28	34	117
New	89	18	13	120
Total	<u>144</u>	<u>46</u>	<u>47</u>	<u>237</u>

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

overwhelmingly of minor trade centers. Similarly, 95 percent of the urban places in the Lower Eastern Shore are old and tend to be either minor trade centers (50 percent) or minor employment centers (22.7 percent). In terms of economic function, urban places in Southern Maryland are either minor employment centers (62.5 percent) or minor trade centers (25 percent). Suburban Washington, as would be expected, is dominated by urbanized metro suburbs (approximately 86 percent) and by new places (81 percent); of the older urban places in the Washington Suburban Region, approximately 80 percent are urbanized metro suburbs.

- Tables 17 through 19 portray growth rate and size of an urban place by age in different combinations with each of the regions. The results generally reconfirm that regions can explain economic function and age in urban places. Furthermore, as indicated in Table 15, the less urbanized regions have a concentration of places under 2,500; Western Maryland, Frederick, the Upper Eastern Shore, the Lower Eastern Shore and Southern Maryland have 81 percent, 77 percent, 87.5 percent, 81 percent and 75 percent, respectively, of the urban places in the under 2,500 size category. Growth rate, to a lesser degree, is suggested by each region. As portrayed in Table 17, 78 percent of all the urban places in the Frederick Region are growing. Alternatively, 50 percent of the urban places in the Lower Eastern Shore are declining. In the remainder of the regions distribution of urban places by growth rate is relatively even.

Problems, Opportunities and Issues Analysis

Given the high degree of explanation of the types of urban places afforded under the variables of: (1) old and new and (2) regions, the analysis of specific places uses these two variables to simplify the analysis of problems, opportunities and issues in urban places in Maryland.

The specific types of problems, opportunities and issues analyzed following are those that were indicated by Regional Representatives of the Department of State Planning. Problems and opportunities indicated by DSP Representative are organized and analyzed according to the three

components indicated in the framework for analysis -- Section IV -- preceding. For the purposes of this analysis, definitions have been assigned to the classification of problems, opportunities and issues; in Appendix A a glossary of terms may be found which indicate the definitions ascribed to problems, opportunities and issues. These definitions relate to the classification and designation of specific characteristics found in urban places as indicated in the interviews with DSP Regional Representatives. (Refer to Appendix E for the detailed characteristics of each urban place).

The process for the analysis of the problems, opportunities and issues proceeds according to the four major categories within Components II and III of the analysis framework. These are: (1) growth and development potentials (2) development constraints, (3) development opportunities, and (4) habitation quality. Each of these is deemed to be an indicator of the role currently possessed by a given urban place and suggests areas in which state policies, through the General Plan might be formulated to create new roles and functions for specific types of urban places which afford a high potential to attain General Plan objectives.

The results of the cross-tabulations are summarized by each of the four major categories of problems, opportunities and issues. Specific cross-tabulation tables and analyses of these categories are found in Appendix __. The cross-tabulation analysis of problems, opportunities and issues in urban places is organized to indicate first the characteristics in terms of "old" and "new" types of places. Cross-tabulations are then reiterated on the basis of "regions". Cross-tabulations are run for a state-wide distribution where the results are meaningful or appropriate to the scope of the study.

(The detailed cross-tabulation results are contained in Appendix D).
The results of the analysis are as follows:

1. Growth and Development Potentials in Urban Places

Table 20. GROWTH AND DEVELOPMENT POTENTIALS IN URBAN PLACES^{1/}
STATE OF MARYLAND

<u>Period</u>	<u>Growth and Development Potential</u>			
	<u>High</u>	<u>Medium</u>	<u>Low</u>	<u>Total</u>
Short Term	8%	21%	71%	100%
Long Term	10%	27%	63%	100%

^{1/} For definitions, refer to Glossary in Appendix A.

Source: Gladstone Associates.

- There is only a minor shift in the distribution of short and long term in "potential" of urban places, since the majority of places in the short and long term have a low growth potential. Therefore, "long-term" potentials are assumed to be a good overall indicator for the growth and development potential of urban places.
- By region, the distribution by growth and development potential is pronounced. Seventy-five percent of the urban places with a high growth potential in the long term are in the Baltimore or Washington Region. The Western, Southern and Lower Eastern Shore Regions have no places with a high growth potential. Twenty-two percent of the places in these latter three regions have a medium potential, 78 percent a low potential.
- Urban places with a high growth potential in the long term are evenly split between old and new urban places (42 percent versus 58 percent) and tend to be suburbs of metropolitan areas (71 percent).

- In the long term, a medium to high growth potential is evident in most regional trade centers, while a low to medium potential is forecast for minor trade and employment centers.
- The principal reasons for a "low" growth potential in both the short and long term in urban places are: (1) for new places and suburban places, the presence of a development constraint such as a sewer system which is at capacity or the lack of available land, and (2) for older places, and minor trade and employment centers, poor state and/or regional access and location.
- The predominant reason for a "high" potential in the short and long term in urban places is proximity to a regional center (generally old places), good access to a metropolitan area, or good access within a metropolitan area (usually new places).

2. Development Constraints in Urban Places

Table 21. FREQUENCY OF TYPES OF DEVELOPMENT CONSTRAINTS
IN URBAN PLACES, SHORT AND LONG RUN^{1/}
STATE OF MARYLAND

<u>Development Constraint</u>	<u>Frequency of Occurance</u>	
	<u>Short Term</u>	<u>Long Term</u>
None Indicated	28.9%	50.2%
No Vacant Land	6.4%	19.6%
Limited Land Area	3.0%	11.1%
No or Limited Sewer Capacity	30.2%	0.8%
No or Limited Water & Sewer Capacity	7.2%	2.6%
No Water or Sewer System	8.1%	1.3%
Land Unsited for Development	4.2%	8.1%
Other	12.0%	6.3%
Total	100.0%	100.0%

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

- The most prevalent development constraint in the short term in the lack of sewer capacity (30 percent of the places). Eighty percent of the places with this constraint, however, are in the Suburban Washington Area where a sewer moratorium is in effect. By 1978 the moratorium is expected to be lifted as additional sewer capacity comes on line. Consequently, only 0.8 percent of urban places are expected to have a sewer capacity problem in the long run.
- The second most common short term development constraint is the lack of a water or sewer system. Seventy-four percent of the places without a water or sewer system are older places, and most of them are located in the Western Region and in the Lower and Upper Eastern Shore. All economic functions are affected by this constraint.
- The predominant constraint in the long term (31 percent of all places) is the unavailability or limited availability of developable land. All regions are affected equally by this problem -- with the Washington Suburban Area affected somewhat more so than the others. Sixty-one percent of the places with this problem are new. By definition, only incorporated cities have a land area problem.
- The second most common long term constraint is the unsuitability of land in 8 percent of the places for further development. Forty-two percent of these places are in the Western Region and 32 percent in the Upper Eastern Shore. Most of the places are old and topography or drainage is the major problem.
- Slow growth political attitudes are not the major constraint to development 96 percent to 99 percent of the time in the short and long term, respectively.

3. Development Opportunities

Table 22. FREQUENCY OF TYPES OF DEVELOPMENT OPPORTUNITIES
SHORT AND LONG TERM ^{1/}
STATE OF MARYLAND

<u>Types of Development Opportunities</u>	<u>Frequency By Time Period</u>	
	<u>Short Term</u>	<u>Long Term</u>
None Indicated	63.8%	66.0%
Single Family	3.4%	4.2%
Multi-Family	5.1%	2.1%
Other Residential	8.5%	7.6%
Subtotal Residential	17.0%	13.9%
Higher Density Residential and Commercial, Industrial	3.4%	6.8%
Positive Political Attitudes	4.7%	0.8%
Other Opportunities	26.4%	12.5%
Total	100.0%	100.0%

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

- The majority of urban places -- 64 percent in the short run, 66 percent in the long run -- have no perceived development opportunity. If the Baltimore and Washington regions are eliminated from the count, in the long term, 87 percent of the remaining places have no perceived opportunity. The presence of development opportunities -- or lack thereof -- does not appear to be affected by the age of the urban place.
- The majority of perceived opportunities in both the short and long term are in residential development -- single family in the less populated regions, multi-family in Baltimore and Washington.
- Higher density residential and commercial and industrial opportunities are found in the newer urban places of the Suburban Washington Region as a result of metro construction.

4. Habitation Quality (Rating) in Urban Places

Table 23. HABITATION QUALITY OF URBAN PLACES
BY AGE OF URBAN PLACES^{1/}
STATE OF MARYLAND

<u>Age</u>	<u>Habitation Quality (Rating)</u>			
	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Total</u>
Old	43%	41%	16%	100%
New	50%	46%	4%	100%
Total	47%	43%	10%	100%

^{1/} For definitions, refer to Glossary in Appendix A.

Source: Gladstone Associates.

- The habitation quality of an urban place does not appear to be greatly determined by its age, although, among the limited number of poor quality places, 78 percent are old.
- The Upper Eastern Shore has the most places with a poor rating (34 percent), followed by the Western Region (16 percent).
- Places with poor habitation quality are most likely to be minor trade or employment centers (83 percent of the poor places).
- Places with a good habitation rating are generally urbanized metropolitan suburbs or regional centers (both old and new).
- The incorporation status of a place appears to be closely correlated to its habitation quality. Incorporated places receive a greater share of poor to fair ratings while unincorporated places have a disproportionate share of good quality ratings.

A. Public Needs and Deficiencies

Table 24. FREQUENCY OF PUBLIC NEEDS AND DEFICIENCIES
IN URBAN PLACES ^{1/}
STATE OF MARYLAND

<u>Public Need</u>	<u>Frequency</u>
None Indicated	40.4%
Basic Services	5.5%
Sewer	7.2%
Sewer and Water	12.3%
Recreation Facilities	6.8%
Improved Fire, Police, Health, Library, etc.	9.4%
Better Road Network/Circulation	6.8%
All Other Needs	11.6%
Total	100.0%

^{1/} For definitions, refer to Glossary in Appendix A.
Source: Gladstone Associates.

- Reflecting their predominance as a development constraint, sewer and water systems (improved or new) are the most common public need. Twenty percent of all places need some form of sewer or water improvement. Individual places in the Washington Region were not tabulated as requiring new services since it is a regional problem and is being remedied. If they had been counted, the percent of places requiring improved sewer service would be much higher.
- Urban places requiring new sewer and water systems are usually old and incorporated.
- Basic services are most needed in the Upper Eastern Shore and in incorporated, older urban places.
- Improved "fire, police, health, library, etc." is more common in the Washington area since tabulation of these needs is more precise than in the more rural areas. Recreation facilities are needed most in the Washington area (these places are usually new and unincorporated).
- A better road network/circulation is needed mostly in new, unincorporated cities.

B. Private Development Requirements

Table 25. FREQUENCY OF PRIVATE DEVELOPMENT REQUIREMENTS
IN URBAN PLACES^{1/}
STATE OF MARYLAND

<u>Type</u>	<u>Frequency</u>
None Indicated	75%
Replacement/Rehab./Infill Housing	15%
Convenience Retail	2%
Redevelopment of Core	2%
All Other	6%
Total	100%

^{1/} For definitions, refer to Glossary in Appendix A.
Source: Gladstone Associates.

- Twenty-nine percent of old urban places and 22 percent of new urban places require some form of private development.
- The private development requirement with the greatest frequency of occurrence (15 percent) is the need for replacement or rehabilitated housing.
- Fifty-five percent of the places requiring redevelopment or rehab housing are old, 45 percent new, and all economic functions and regions are affected equally.
- Convenience retail is most needed in the Baltimore Region and on the Upper Eastern Shore.
- Eighty-three percent of the urban places that require redevelopment of the downtown core are old.

* * * * *

The primary conclusion which arises from the analysis of problems, opportunities and issues in the state's urban places, is that there is not a consistent pattern. There is a definite potential for some urban places to have an active role in the State General Plan and all urban places require some form of habitation improvement.

The analysis reveals that types of problems, opportunities and issues do not directly overlay with the classification system characteristics of "old and new" regions. The distinction of type of urban place (all five classification variables combined) is useful in describing and analyzing a type of place. However, when classification system variables are cross-tabulated to find a clustering of types of problems or opportunities or issues, the results do not yield a highly discernible pattern, indicating that types of problems and opportunities do not group by type of place.

Clearly, the distinction of type of urban places suggest in broad terms a useful analytic means to organize urban places. In particular, the distinction between "old" and "new" urban places and urban places by "region" are important characteristics to any policy toward urban places. They should not, however, be considered the entire basis for formulating and urban places policy.

The implication from the preceeding analysis in terms of the need and potential for an urban places policy, is that "old and new" and "regions" provide a logical basis to sensitize policy. However, to formulate a policy which accounts for the problems, opportunities and issues in particular urban places, a further refinement will be required. The refinement is to establish a policy with sufficient latitude to enable the range in types of problems, opportunities, and issues common to urban places to be addressed without rigidly locking into a specific problem opportunity orientation or a type of place orientation.

SECTION VII
FEDERAL AND STATE PROGRAMS AND POLICIES
AFFECTING URBAN PLACES

SECTION VII: FEDERAL AND STATE PROGRAMS AND POLICIES AFFECTING URBAN PLACES

As suggested by analyses in preceding sections, the urban places of Maryland do not exist in isolation. Section VI, previously, reviewed the state and regional influences in terms of population and employment which affect urban places. An equally important influence on urban places is from federal and state programs and policies; these affect not only the growth and development potentials of urban places but also their habitation quality. To understand how federal and state programs and policies affect urban places, the purpose of this section is to outline and review all those federal and state programs which have a decisive impact on the growth and development in urban places as well as the inhabitation quality of places.

The intent of this section is not to undertake a detailed review of the myriad of federal and state programs and policies. As has been demonstrated, particularly by the recent enactment of the Housing and Community Development Act of 1974, both state and federal programs and policies have been and are typically multi-jurisdictional and targeted at specific types of problems in urban places. To integrate and account for the impact of federal and state programs and policies, in general, this section is organized into three parts: (1) the nature of both federal and state programs as they generally affect urban places, (2) federal programs which appear to have importance to the existing and expected condition of urban places, and (3) state programs and policies which by

definition or by legislative purpose, should have an impact on urban places. Because of the orientation of this analysis is state-wide, treatment of individual programs and policies at the local level are not included.

The Nature of Federal and State Programs

Any governmental program or policy is at root a "public good or public service". Public goods or services are by definition goods and services that can be consumed by one person without diminishing the consumption of the same good by another and where exclusion of potential consumers is not feasible. The most common example of a "public good" is national defense.

The relevance and importance of the underlying principal (by definition) is that programs and policies directed towards urban places should be, in theory, universal in application, formulation and affect.

In the context of providing public goods and services, by any level of government, there are, in addition, specific functions assumed by one governmental level vis-a-vis another. At the federal level, policies and programs have three basic types of objectives: national economic stabilization; redistribution of income, and allocation of goods and services. At the state level programs and policies have traditionally had a more limited range of basic objectives; these are: income redistribution or social equity to residents within the state, and allocation (in some cases direct delivery) of goods and services. The significance of these functional roles can be seen in the types and nature of the programs promulgated and administered at each level of government.

Table 26, portrays a representative array of federal and state programs which by objective and nature affect urban places. Programs and policies indicated in Table 26 can be divided into two types of categories:

1. Regulatory:

These are laws, regulations or administrative control which affect private decisions in urban places, either to prevent a specific type of action from occurring or to mandate an action be undertaken in the public interest.

2. Facilitative:

These are incentives in the form of public expenditures, public services, tax credits or tax abatements provided directly to an urban place or to an individual to supplement activities not provided in the marketplace.

These two categories relate to the basic objectives of either federal or state government policies or programs in that, while not necessarily functionally different, the emphasis in the orientation of each level of government varies. In order to attain a clearer understanding of the basic role and the types of programs and policies found at each level of government, Table 27 reclassifies the functions identified by the array of policies and programs identified in Table 26.

The preceding reclassification of federal and state programs and policies by their implementation approach provides further organizing framework for the subsequent analysis of the actual federal and state programs and policies.

Federal Programs and Policies

Federal programs and policies, by definition and historical development, include examples of the four types of programs and policies indicated

Regulatory

I. Federal:

- Interstate Land Sales Act
- National Environmental Protection Act
- Clean Air and Clean Water Acts
- F.H.A. Administrative Standards for Housing Insurance
- I.R.S. Regulations for Determining Taxable Ordinary Income and Capital Gains
- Fair Housing and Equal Opportunity
- Coastal Zone Management Act
- ICC/CAB Rate Setting and Franchising
- I.R.S. Limitations on Tax Exemption for Municipal or State Industrial Revenue Bonds
- U.S. Trade and Community Agreements

II. State:

- Zoning Enabling Legislation
- Subdivision Regulations
- Property Taxation
- Licensing Brokers and Recording Transactions
- Chartering and Overseeing Operation of Lending Institutions
- Mortgage Usury Limitations
- Sediment Control
- Dredging and Filling Wetlands
- Locations of Power Plants
- Use of State Waters
- Permitting of Water Supply, Sewerage and Refuse Disposal Systems
- Review of General County Plans for Water Supply Sewerage, and Solid Waste Disposal
- Air Quality Control Standards and Review
- Review and Programming of State Public Works
- Revenue and General Obligation Bond Limits

Facilitative

- I.R.S. Tax Deductions for Mortgage Interest and Depreciation
- Rural Housing and Community Assistance
- All HUD Grant-in-Aid Programs
- D.O.T. Interstate and Mass Transit Grants
- Revenue Sharing, General and Special
- HUD/USDA Housing Assistance Programs
- Federal Reserve and FHLB, and FNMA Capital Market Operations and F.H.A. Insurance
- EDA/Department of Commerce Economic Development Programs
- GSA/DOD Facilities Location and Operation
- HEW/OED Provision of Services
- Planning Assistance (e.g., Health Care, Solid Waste, Comprehensive)
- Planning Enabling Legislation
- State Planning Department
- Public Works for Water, Sewer, Solid Waste and Transportation
- Public Health Programs for Sanitation, Waste Control and Air Quality
- Transportation Programs for Mass Transit, Aviation, and Highways
- Maryland Port Administration
- Natural Resource Programs for Open Space, Forest Service, Power Plant Siting, and Water Resources
- State, Community and Economic Development
- Community Development Programs for Model Building Code and Industrialized Building
- Maryland Home Financing and Housing Fund
- Maryland Historical Trust
- Tax Abatement Enabling Legislation
- State Revenue Authorities
- Revenue Authority Enabling Legislation
- Public School Finance and Construction
- Airport Authority
- Industrial Development Financing Authority
- Development Credit Corporation of Maryland Enabling Legislation
- Industrial Land Bank

Table 27

GENERAL TYPES AND EFFECTS OF EXISTING FEDERAL
AND STATE PROGRAMS AND POLICIES

<u>General Orientation of Program or Policy Implementation</u>	<u>General Nature of Affect</u>	<u>Impact at the Local Level</u>
<p><u>1. Purchase of Goods & Services</u></p> <ul style="list-style-type: none"> - Puts money into local economy (i.e., National Defense spending and State of Maryland procurement policies) 	<ul style="list-style-type: none"> - Stimulate local economy through employment and creates multiplier effect. 	<ul style="list-style-type: none"> - Increases or supports economic base - Provides employment - Increases tax base
<p><u>2. Provision of Infrastructure & Service</u></p> <ul style="list-style-type: none"> - Puts goods and services into the local economy through transfer payments (i.e., H.U.D. urban renewal and Maryland school construction). - Direct investment that puts goods and services into the local economy (i.e., Interstate highway system and water and sewer grants). 	<ul style="list-style-type: none"> - Initiate investment and expenditures to benefit the public good. - Initiates investment in public goods and stimulates the local economy. 	<ul style="list-style-type: none"> - Increase the inhabitation quality. - Enables expenditures for public goods and services beyond available revenues - Removes barriers to growth and development.
<p><u>3. Establishment of Tax Incentives</u></p> <ul style="list-style-type: none"> - Facilitates a private individual's decision in furtherance of a public objective by favorable tax treatment (i.e., I.R.S. depreciation and capital gains and State of Maryland property tax abatement for agriculture and open space). 	<ul style="list-style-type: none"> - Induces expenditure and consumption of locality to occur in a specific manner. 	<ul style="list-style-type: none"> - Creates private decisions to invest or provide goods and services compatible with the public interest.
<p><u>4. Creation and Enforcement of Regulations</u></p> <ul style="list-style-type: none"> - Mandates conformance to minimum publically acceptable standards (i.e., Clean Air/Water Acts and State building codes). - Minimizes activities which adversely affect the public interest (i.e., NEPA and public health standards). 	<ul style="list-style-type: none"> - Directs activities and expenditures to occur in a specified manner. - Controls the manner in which public and private decisions are implemented. 	<ul style="list-style-type: none"> - Increases "inhabitation quality" by requiring investment and provision of goods occur without adverse effects. - Increases "inhabitation quality" by prohibition of negative or detrimental effects.

on Table 26. The importance and impact of each of the federal programs, and policies affecting urban areas, however, is at best difficult to trace. Given the multiplicity and stated scope of federal policies and programs, the following analysis concentrate on three main features. These are: (1) an overview analysis of the composite impact of federal programs and policies on urban areas; (2) a review of the magnitude of direct federal expenditures in the State of Maryland for specific types of functional program activities; and (3) a review of emerging trends in the application of federal programs and policies, particularly the Housing and Community Development Act of 1974, as they may relate to the future of urban places.

1. The Generalized Effect of Federal Programs and Policies.

At the most generalized level, federal programs and policies endeavoring to affect the location of economic activities particularly between urban places is generally of limited effectiveness. An analysis of "Federal Activities Affecting Location of Economic Development" prepared in 1972 for the Economic Development Administration concluded the following:

- A. Broad economic forces and locational decisions of the private sector are the major determinents of the geographic distribution of economic development growth.
- B. Federal programs are not designed, administered, or funded to achieve significant impact on economic development.
- C. Due to the unwieldy structure and process of the Federal system of government, leverage to induce and support developmental activities is minimal.

- D. Direct aid to business investments, including loan guarantees, subsidized loans, subsidized plant and equipment expenditures, has the greatest and most immediate effect on stimulating additional economic development.
- E. Direct grants and subsidized loans to aid in the investment and construction of public facilities and other infrastructure is important in removing barriers to further economic development but do not appear to stimulate the process of economic development initially.
- F. Investment in human resources, typically through grants and contracts, has little direct and demonstrable economic impact.
- G. Geographically, federal programs oriented in economic development have the greatest total impact within metropolitan areas where they appear capable of altering migration, investment and location of employment. Of the three basic areas which they affect, population is the least influenced by federal assistance while business investment is the most easily influenced.
- H. Outside of metropolitan areas, there appear to be a number of imposing constraints on the use of existing federal assistance programs to support a strategy targeted towards communities described as growth centers. While there are a number of programs capable of geographic redirection of population they tend to be concentrated in program types less likely to initiate economic activity such as investment in infrastructure and human resource assistance.

The preceding summarization of the effect of federal programs and policies on economic development particularly in urban places does not fully address other objectives which may be sought for urban places. Other mixes of programs and policies have objectives such as "habitation quality" (mostly in terms of social services or public investments to raise

the standard of life). A generalized discussion of the effect of federal programs and policies cannot reasonably analyze and measure the specific impacts of federal programs and policies on urban places; however, from the types, mix, and emphasis of federal programs and policies portrayed on Table 26, some of the more major effects are as follows:

- The Federal Interstate Highway Program and mortgage insurance provided by FHA have had the greatest impact on central cities in that they have encouraged suburbanization and thereby exacerbated the types of problems common to center cities.
- Major federal programs have typically been targeted at specific types of urban problems (i.e., urban renewal and housing) rather than addressing the underlying causes of problems. Results from those programs have been debatable depending on the evaluators' viewpoint as much as questions of fact. However, where exercised, they have contributed to some increase in the habitation quality of urban places.
- The purchase of services and goods by the federal government can contribute to the economic welfare of an urban place. There, however, appears to be no policy orientation to directing purchase and procurement in a specific manner to affect urban places.
- Provision of services and facilities can substantially improve the "habitation quality" of all urban places. However, these benefits under federal programs and policies appear to have a variable impact due to changes in funding level and program emphasis and geographic orientation over time.
- Federal regulatory controls tend to effect overall rates of development rather than leading to locational preferences in urban areas. These

controls, however, generally have a greater restraining effect on new developments in already congested areas in that they may alter the competitive or desirable position of these types of places. Therefore, they may over time lead to a preference for the reuse of under-utilized areas or outlying areas.

- Federal authority to set transportation rates and grant route franchises has a decisive impact on transportation costs and therefore industrial location decisions.
- Federal income tax incentives or requirements tend to either encourage or discourage specific types of actions such as the overall rate of real estate development in a favorable economic environment or limit the revenue bonding capability for industrial development loans. As presently formulated, federal income tax incentives or controls do not have a geographic orientation to urban places in terms of either incentive or disincentive nor are they functionally related to investment and consumption of goods.

2. Federal Fund Flows:

One measure of the impact of existing federal programs and policies related to urban places is the degree to which funds are expended for the provision of infrastructure and services in urban places. While this is only one of the general implementation approaches of federal programs and policies, it encompasses the full array of functional and categorical objectives and emphasis of federal programs and policies.

Table 26 sets forth federal grants-in-aid awarded in Maryland by county as supplemented by state, local and other fund contributions associated with the awarding of the grants.

In 1973, the share of the Federal Grant program amounted to 3 percent of the total \$206.7 million granted, local contributions equalled 11.6 percent and other contributions were 6.6 percent. Not included in the \$206.7 million are numerous State and local grants awarded independently of federal programs. Appendix F further details the information in Table 26. The discussion which follows center on the distribution by county of the \$206.7 million in federal grants-in-aid to counties. Federal contributions to state agencies or regional bodies have not been included because they are not urban place specific.

From Table 28, it is unclear as to the actual magnitude of federal grants-in-aid awarded to urban places in Maryland. This is because counties, rather than urban places, in Maryland are the jurisdiction typically charged with undertaking expenditures at the local level. However, in terms of the dollar magnitude by location and type of expenditure, Table 28 indicates the relative distribution of federal grants-in-aid awarded in the state.

Federal grants-in-aid, as indicated in Table 29, appear on the basis of functional categories to be concentrated in Public Works, 36.8 percent; Health and Hospitals, 22.0 percent; and Education at 19.8 percent. Ignoring defense expenditures due to the fact that they are not urban places oriented, Economic Opportunity with 10.6 percent, Urban and Economic Development with 7.9

Table 28.

FEDERAL GRANTS IN AID
AWARDED IN MARYLAND BY COUNTY^{1/}
FISCAL YEAR ENDING JUNE 30, 1973
(\$000's)

County	Public Works	Health and Hospitals	Education	Recreation, Parks	Urban and Economic Development	Economic Opportunity	Defense	Total
Allegany	\$ 3,667.3	\$ 301.7	\$ 356.4	\$ 182.8	\$ 161.8	\$ 217.4	\$ 40.1	\$ 4,927.6
Anne Arundel	8,268.1	1,092.6	4,081.5	751.2	--	221.3	10.7	14,425.4
Baltimore City	33,024.0	35,089.2	6,559.4	163.4	10,794.3	17,383.8	25.9	103,040.0
Baltimore County	1,385.2	882.4	2,629.2	80.5	--	915.1	11.1	5,903.5
Calvert County	--	--	110.2	--	--	--	0.5	110.7
Caroline	103.1	--	--	73.4	--	--	2.3	178.8
Carroll	4,713.4	133.8	135.6	94.8	--	--	1.8	5,079.4
Cecil	--	7.3	330.4	--	30.9	--	0.4	359.0
Charles	1,023.7	3,705.8	1,223.8	512.9	--	--	19.2	6,435.4
Dorchester	10.0	50.8	284.0	22.7	--	--	1.7	555.3
Frederick	464.4	--	612.6	108.7	--	186.1	--	1,427.9
Garrett	523.6	201.5	180.2	844.9	137.4	242.2	11.4	2,117.5
Harford	711.9	--	1,570.8	232.3	--	218.5	10.7	2,671.0
Howard	218.9	20.0	3,023.7	515.2	71.2	145.6	6.1	3,855.1
Kent	--	--	4.1	37.6	--	--	--	41.7
Montgomery	--	573.0	7,826.5	985.7	80.8	450.6	--	9,916.6
Prince George's	20,298.1	2,835.0	10,377.3	327.9	4,895.0	935.2	5.4	39,673.9
Queen Anne's	13.9	--	--	--	--	--	--	13.9
St. Mary's	1,247.8	353.2	744.4	298.6	--	--	8.8	2,652.8
Somerset	--	208.2	7	--	--	321.7	--	530.6
Talbot	--	--	--	24.1	--	--	3.7	27.8
Washington	258.8	86.4	745.9	459.2	--	708.9	1.0	2,260.2
Wicomico	--	--	41.5	27.8	93.8	1.9	6.8	171.8
Worcester	211.1	--	33.6	7.1	--	3.1	3.1	254.9
Total	\$ 76,143.3	\$ 45,540.9	\$ 40,871.8	\$ 5,750.7	\$ 16,265.2	\$ 21,948.2	\$ 170.7	\$ 206,690.8

^{1/} Figures include state, local, and other fund contributions associated with the Federal grants.

Source: Maryland Department of State Planning

Table-29.

PERCENTAGE DISTRIBUTION BY GRANT TYPE OF FEDERAL GRANTS IN AID

AWARDED IN MARYLAND

FISCAL YEAR ENDING JUNE 30, 1973

County	Public Works	Health and Hospitals	Education	Recreation, Parks	Urban and Economic Development	Economic Opportunity	Defense	Total
Allegany	74.4%	6.1%	7.2%	3.7%	3.4%	4.4%	0.8%	100%
Anne Arundel	57.3%	7.6%	28.3%	5.2%	--	1.5%	0.1%	100%
Baltimore City	32.0%	34.0%	6.4%	0.2%	10.5%	16.8%	0.1%	100%
Baltimore County	23.5%	14.9%	44.5%	1.4%	--	15.5%	0.2%	100%
Calvert County	--	--	99.5%	--	--	--	.5%	100%
Caroline	57.7%	--	--	41.0%	--	--	1.3%	100%
Carroll	92.8%	2.6%	2.7%	1.8%	--	--	0.1%	100%
Cecil	--	2.0%	89.5%	--	8.4%	--	0.1%	100%
Charles	15.8%	57.1%	18.9%	7.9%	--	--	0.3%	100%
Dorchester	1.8%	9.1%	51.1%	4.1%	--	33.6%	0.3%	100%
Frederick	32.5%	--	42.9%	7.6%	--	17.0%	--	100%
Garrett	24.7%	9.5%	8.5%	39.9%	6.6%	10.3%	0.5%	100%
Harford	26.7%	--	58.8%	8.7%	--	5.4%	0.4%	100%
Howard	5.7%	0.5%	78.4%	13.3%	1.9%	--	0.2%	100%
Kent	--	--	9.8%	90.2%	--	--	--	100%
Montgomery	--	5.9%	78.9%	9.9%	0.8%	4.5%	--	100%
Prince George's	51.2%	7.1%	26.2%	0.8%	12.3%	2.3%	0.1%	100%
Queen Anne's	100.0%	--	--	--	--	--	--	100%
St. Mary's	47.0%	13.3%	28.1%	11.3	--	--	0.3%	100%
Somerset	--	39.2%	0.1%	--	--	60.7%	--	100%
Talbot	--	--	--	86.7%	--	--	13.3%	100%
Washington	11.4%	3.8%	33.0%	20.3%	--	--	0.1%	100%
Wicomico	--	--	24.1%	16.2%	54.7%	1.1%	3.9%	100%
Worcester	82.8%	--	13.2%	2.8%	--	--	1.2%	100%
Total	36.8%	22.0%	19.8%	2.8%	7.9%	10.6%	0.1%	100%

Source: Maryland Department of State Planning.

percent and Recreation and Parks with 2.7 percent constitute the state-wide distribution of expenditures. In the state, however, the distribution by type of federal grants-in-aid is uneven. A review of all 23 counties and the City of Baltimore indicates there is a high variability between the type of grant-in-aid received in each jurisdiction.

In terms of the distribution of the total federal grants-in-aid awarded between each of the counties and the City of Baltimore a more consistent pattern emerges. On Table 30, the distribution of federal grants-in-aid by county is indicated. From Table 30 it is apparent that the more urbanized areas of the state receive a higher percentage of the federal expenditures awarded in the State. Baltimore City receives nearly 50 percent of all federal grants-in-aid, while Prince George's and Montgomery Counties receive 19.1 percent and 4.5 percent, respectively, or nearly 24 percent of the total. In addition, the urbanizing counties of the Baltimore region, Anne Arundel, Baltimore, Howard, and Carroll receive a combined total of 12.9 percent of all grants-in-aid.

While the distribution of the total magnitude of federal grants-in-aid between jurisdictions and by functional expenditure categories is important, a more revealing measure is the per capita receipt of federal grants-in-aid. On Table 31, per capita grants-in-aid

Table 30.

PERCENTAGE DISTRIBUTION BY COUNTY OF FEDERAL GRANTS IN AID

AWARDED IN MARYLAND

FISCAL YEAR ENDING JUNE 30, 1973

County	Public Works	Health and Hospitals	Education	Recreation Parks	Urban and Economic Development	Economic Opportunity	Civil Defense	Total
Allegany	4.8%	0.6%	0.9%	3.2%	1.0%	1.0%	23.5%	2.4%
Anne Arundel	10.8%	2.4%	10.0%	13.1%	--	1.0%	6.2%	7.0%
Baltimore City	43.4%	77.1%	16.1%	2.8%	66.4%	79.1%	15.2%	49.8%
Baltimore County	1.8%	1.9%	6.4%	1.4%	--	4.1%	6.4%	2.7%
Calvert	--	--	0.3%	--	--	--	0.3%	0.1%
Caroline	0.1%	--	--	1.3%	--	--	1.4%	0.1%
Carroll	6.2%	0.2%	0.3%	1.7%	--	--	1.1%	2.4%
Cecil	--	0.1%	0.8%	--	0.2%	--	0.2%	0.2%
Charles	1.3%	8.1%	3.0%	8.9%	--	--	11.3%	3.1%
Dorchester	0.1%	0.1%	0.7%	0.4%	--	0.8%	1.0%	0.3%
Frederick	0.6%	--	1.5%	1.8%	0.8%	1.1%	--	0.7%
Garrett	0.7%	0.4%	0.4%	14.7%	--	1.0%	6.6%	1.0%
Harford	0.9%	--	3.8%	4.0%	0.4%	0.7%	6.2%	1.3%
Howard	0.3%	0.1%	7.3%	9.0%	--	--	3.6%	1.8%
Kent	--	--	0.1%	0.7%	0.5%	--	--	0.1%
Montgomery	--	1.3%	19.2%	17.1%	30.1%	2.1%	--	4.8%
Prince George's	26.7%	6.2%	25.4%	5.7%	--	4.2%	3.2%	19.1%
Queen Anne's	0.1%	--	--	--	--	--	--	0.1%
St. Mary's	1.6%	0.8%	1.8%	5.2%	--	--	5.2%	1.3%
Somerset	--	0.5%	--	--	--	1.5%	--	0.3%
Talbot	--	--	--	0.4%	--	--	--	0.1%
Washington	0.3%	0.2%	1.8%	8.0%	--	3.3%	2.2%	1.1%
Wicomico	--	--	0.1%	0.5%	0.6%	0.1%	0.6%	0.1%
Worcester	0.3%	--	0.1%	0.1%	--	--	1.8%	0.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Maryland Department of State Planning.

Table 31.

PER CAPITA FEDERAL GRANTS-IN-AID
AWARDED IN MARYLAND BY COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

County	Public Works	Health and Hospitals	Education	Recreation, Parks	Urban and Economic Development	Economic Opportunity	Defense	Total
Allegany	\$43.90	\$ 3.60	\$ 4.30	\$ 2.10	\$ 1.90	\$ 2.60	\$0.50 1/	\$ 58.90
Anne Arundel	\$25.70	\$ 3.40	\$12.70	\$ 2.30	--	\$ 0.70	\$0.00 1/	\$ 44.80
Baltimore City	\$37.90	\$40.30	\$ 7.50	\$ 0.20	\$12.40	\$20.00	\$0.00 1/	\$118.30
Baltimore County	\$ 2.20	\$ 1.40	\$ 4.10	\$ 0.10	--	\$ 1.40	\$0.00 1/	\$ 9.50
Calvert County	--	--	\$ 4.60	--	--	--	\$0.00 1/	\$ 4.70
Caroline County	\$ 5.00	--	--	\$ 3.50	--	----	\$0.10 1/	\$ 8.60
Carroll County	\$61.90	\$ 1.80	\$ 1.80	\$ 1.20	--	--	\$0.00 1/	\$ 66.70
Cecil County	--	\$ 0.10	\$ 6.00	--	\$ 0.60	--	\$0.00 1/	\$ 6.70
Charles County	\$18.70	\$67.90	\$22.40	\$ 9.40	--	--	\$0.40	\$118.80
Dorchester County	\$ 0.30	\$ 1.80	\$ 9.90	\$ 0.80	--	\$ 6.50	\$0.10	\$ 19.20
Frederick County	\$ 5.10	--	\$ 6.70	\$ 1.20	--	\$ 2.60	--	\$ 15.60
Garrett County	\$22.30	\$ 8.60	\$ 7.70	\$26.00	\$ 5.80	\$ 9.30	\$0.50	\$ 90.10
Harford County	\$ 5.50	--	\$12.20	\$ 1.80	--	\$ 1.10	\$0.10	\$ 20.70
Howard County	\$ 2.70	\$ 0.20	\$37.40	\$ 6.40	\$ 0.90	--	\$0.10	\$ 47.70
Kent County	--	--	\$ 0.20	\$ 2.30	--	--	--	\$ 2.50
Montgomery County	--	\$ 1.00	\$14.00	\$ 1.80	\$ 0.10	\$ 0.80	\$0.00 1/	\$ 17.70
Prince George's County	\$29.20	\$ 4.10	\$14.90	\$ 0.50	\$ 7.00	\$ 1.30	\$0.00 1/	\$ 57.10
St. Mary's County	\$ 0.70	--	--	--	--	--	--	\$ 0.70
Somerset County	\$25.50	\$11.20	\$15.20 1/	\$ 6.10	----	\$17.30	\$0.20	\$ 54.00
Talbot County	--	--	\$ 0.00 1/	--	--	--	--	\$ 28.50
Washington County	\$ 2.50	\$ 0.80	\$ 7.10	\$ 1.00	--	--	\$0.10 1/	\$ 1.10
Wicomico County	--	--	\$ 0.70	\$ 4.40	--	\$ 6.70 1/	\$0.00 1/	\$ 21.50
Worcester County	\$ 8.30	--	\$ 1.30	\$ 0.50	\$ 1.60	\$ 0.00	\$0.10	\$ 3.00
TOTAL	\$18.70	\$11.20	\$10.00	\$ 1.40	\$ 4.00	\$ 5.40	\$0.00 1/	\$ 50.80

1/ Less than \$0.10 spent per capita.

NOTE: Columns may not sum due to rounding.

SOURCE: Maryland Department of State Planning.

awarded during fiscal year 1973 are set forth. Table 31 indicates that on a per capita basis, the total grants-in-aid awarded between jurisdictions does not follow a consistent pattern. In 1973, however, the City of Baltimore and Charles County led the state in per capital grant awards in fiscal year 1973, with \$118.30 and \$118.80 respectively. Within the remaining counties there appears to be a significant variation by the total amount of federal grants-in-aid received; Queen Anne's County received the lowest with only \$0.70 per capita. Furthermore, as suggested previously by Table 31, the distribution between functional categories on a per capita basis is highly variable. Carroll County received the highest per capita grant-in-aid at \$61.90 for Public Works, while the state-wide average was \$18.70. Charles County leads the state in per capita receipt of grants-in-aid for Health and Hospitals at \$67.90, while many counties receive none. Howard County received the highest per capita awards in education at \$37.40, while Garrett County received the highest for Recreation and Parks at \$36.00. In the category of Urban and Economic Development, nearly 70 percent of the counties, not including the City of Baltimore, did not receive federal grants-in-aid in fiscal year 1973; Baltimore City, on the other hand, received the highest per capita amount of federal grants-in-aid in this category at \$12.40. Similarly, the City of Baltimore received the highest per capita

federal grants-in-aid for Economic Opportunity in fiscal year 1973; this is nearly 3.7 times the state-wide average. Only Somerset County, receiving \$17.30, attained a comparable per capita amount.

The implication from federal fund flows, as indicated from federal grants-in-aid awarded in Maryland, is that there was a highly random pattern of receipt by jurisdiction in fiscal year 1973; however, in terms of total magnitude of federal contributions, the urbanized areas of the state received the largest amount. The pattern of receipt of federal grants-in-aid jurisdictions in Maryland when calculated on a per capita basis do not display a centralizing tendency, indicating that between jurisdictions in the state, there is not a consistent pattern of federal fund flows.

On discrepancy in this analysis may be that only one fiscal year of grants was investigated. Since many federal grant programs are a one or two year award, a more accurate distribution pattern might emerge if a number of years were averaged. Even in a one year analysis, however, per capital grant receipts in counties with similar socio-economic characteristics should appear more consistent than they do since most federal grants are based on population and/or income formulas. Consequently, it is concluded that an imbalance exists in the receipt of monies between counties.

3. Recent Trends in Federal Programs and Policies:

In terms of federal programs and policies which are implemented through purchases of goods and services (i.e., transfer payments or grants-in-aid), the federal role would appear to be diminishing. The Interstate Highway System and FHA mortgage insurance policies -- two of the primary historical programs which have affected urban places -- have changed substantially within the past few years. The Interstate Highway System is nearly complete and FHA mortgage insurance policies are no longer limited to single family dwelling units.

Perhaps the most important shift in federal policies and programs has occurred with the enactment of the Housing and Community Development Act of 1974. This Act consolidates traditional grants-in-aid (categorical programs) that urban places and other jurisdictions have competed for on an individual basis. The Act endeavors to equitably distribute federal expenditures in several categorical areas. (Thereby eliminating the imbalances revealed in the analysis of grant-in-aid receipts in fiscal year 1973)

Traditionally, federal programs and policies have emphasized specific categorical problem solving approaches to grant-in-aid awards to local jurisdictions. These programs have reflected federal concern and priorities for specific types of problems common to urban places. The significance of the Housing and Community Development Act

of 1974 is in the shift and decentralization of decision making to local jurisdictions.

In Appendix G, the highlights and major features of the Act are outlined. In terms of changes from previous application of federal policies and programs affecting urban places, Title I of the Act consolidates the previous block grant funding for the following categorical programs:

- (1) Open Space, Urban Beautification and Historic Preservation,
- (2) Public Facility Loans,
- (3) Water, Sewer, and Neighborhood Facility Grants,
- (4) Urban Renewal and NDP Programs,
- (5) Model Cities Supplemental Grants,
- (6) Rehabilitation Loans

In addition to the consolidation of categorical block grant programs, the Act:

1. Changes the total volume of funds nationally available,
2. Provides greater program flexibility and discretion in the use of funds at local levels,
3. Changes the distribution of funds among communities on the basis of need,
4. Simplifies procedures required on the part of communities in order to obtain funds.

The principal effect the Housing and Community Development Act of 1974 will have on urban places is the manner in which funds can be expended to achieve local purposes. In terms of overall effect, the Housing and Community Development Act will not

likely change the types of expenditures traditional federal policies have supported. The long-term impact will be, rather, in the mix and emphasis in which funds are expended. Furthermore, because the Act allocates a portion of the discretionary funds for use by states in non-metropolitan areas, a position of leverage to induce specific communities to undertake certain types of activities is available to the states to achieve their own objectives. Furthermore, since the processing and application procedure required under the Act is new and requires coordination with other jurisdictions, there is a direct possibility that states may assume a more active role in directing the nature in which funds are expended.

State Programs and Policies Affecting Urban Places

Similar to federal programs and policies, State of Maryland programs and policies, as indicated on Table 26, can be understood as either regulatory or facilitative and are typically implemented in one of the four basic means indicated on Table 27. The essential difference between state programs and policies vis-a-vis federal ones is that at the state level, programs and policies are more sensitive to particularized issues in urban places in Maryland. As suggested by Table 26 previously, state programs and policies do not realistically differ in functional emphasis or formulation from those mandated on the federal level. Rather, they

tend to be oriented to the specialized needs evidenced in the State of Maryland.

As contrasted with federal programs and policies, those at the state level can be best understood in terms of those programs which are predominantly facilitative and those programs and policies which are regulatory in nature.

1. Regulatory Programs and Policies:

In the State of Maryland, these are typically limited to insuring minimum levels of "habitation quality" as part of the overall government responsibility to protect its citizens. These programs by nature are oriented at specific types of activities which occur independent of a specific location. The more common types of regulatory programs are in terms of health and safety standards (e.g., water and sewer permits), regulation of unscrupulous business practices and undue financial losses (e.g., planning and zoning), and preservation of valued resources (e.g., water and air quality and historic structures).

In terms of existing regulatory policies in the state, the following are judged to have the most significant impact on urban places.

- State enabling legislation either for counties or for incorporated places affects the manner in which decision making and expenditures are made. Specifically zoning, local revenue authorities, local comprehensive planning and property taxation have an impact on urban places through the permissible means in which local decisions are made.

- State regulatory programs, particularly through administrative and legal standards, mandate conformance with a minimum standard. In the areas of air and water, housing, education, and public health and safety, state standards require, at a minimum, that urban places maintain habitation quality standards.

2. Facilitative Programs and Policies:

In contrast with regulatory policies, facilitative programs in the State of Maryland (i.e., expenditures for public goods and services) have as an overall objective raising the quality of habitation throughout the state. The programs, therefore, are not specifically geared to urban places, but rather to where the existing population resides. In addition, facilitative programs are like regulatory policies in that they are oriented towards specific functional types of capital investments or public services.

In terms of the impact of facilitative programs and policies, the state has the following major effect on urban places:

- State programs are a major source of revenue in providing the capital for community infrastructure, notably in highways, education, and water and sewer systems.
- The overall magnitude of state expenditures to localities is nearly twice that of the federal effort from all sources. In fiscal year 1973, the State of Maryland provided a total of approximately \$706.4 million to

all local governments (counties and incorporated places). This is approximately 61 percent more than all grants-in-aid expended in the State of Maryland by the federal government. The most notable feature of state grants is that \$703 million were provided to counties; this is greater than 99.5 percent of total grants from the state.

- By functional categories, related either to objectives for urban places or common governmental expenditure patterns, state programs provide a full array of expenditures including industrial development, housing, health and higher education facilities and historic preservation. Compared to federal programs and functional expenditure categories, state programs tend to complement federal activities. However, due to their formulation, they have a tendency to create gaps in the delivery of additional funds for capital expenditures or in services.

The overwhelming conclusion, in terms of effect of federal and state programs and policies on urban places is that there is not a central focus on urban places as a policy area. As will be outlined in the following section, there are numerous gaps and deficiencies in the formulation of programs and policies, the expenditure of funds for programs and policies, and the organization of programs and policies to achieve a unified objective in urban places. A reconciliation of gaps and deficiencies in existing programs and policies is, however, only one dimension of the issue. Without a clear policy directed at urban places, patching or filling gaps and deficiencies in existing programs and policies is of limited value.

More important to an urban places policy -- if to be incorporated in the General Plan -- is the focus on capability to direct program and policy at urban places.

SECTION VIII

A PRELIMINARY IDENTIFICATION OF TYPES OF GAPS AND
DEFICIENCIES IN EXISTING FEDERAL AND STATE PROGRAMS AND
POLICIES RELATED TO URBAN PLACES

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SECTION VIII: A PRELIMINARY IDENTIFICATION OF TYPES OF GAPS AND
DEFICIENCIES IN EXISTING FEDERAL AND STATE PROGRAMS AND
POLICIES RELATED TO URBAN PLACES

The purpose of this section is to identify, in preliminary terms, what gaps and deficiencies arise in the existing complex of federal and state programs and policies. As revealed in Section VII, at the present time there is no central policy orientation to urban places in Maryland. Neither federal nor state programs and policies address urban places as a specific focus. In addition, programs and policies as presently constituted are not geared to functionally integrate and deliver conventional categorical assistance in a coordinated and unified manner to urban places.

Beyond the absence of a policy or programmatic orientation to urban places, there are a number of specific types of problems which appear common to urban places. Problems common to urban places have been identified as encompassing two key issues:

1. An uneven and random pattern of growth and development potential. Specifically not all urban places, or even "types" of urban places as defined by the classification system, have the capability or potential to be centers of growth and development.
2. Less than one-half of urban places have a "habitation quality" of "good". Furthermore, even within urban places that have been rated as basically "good", there are both deficiencies in public needs and in private development requirements.

Combined, these issues suggest a full array of more detailed and specific problems which confront urban places in Maryland. The implication which arises from the two key issues is that existing programs

and policies (state and federal), when viewed as the available means to accomplish urban place objectives of the General Plan, have a number of gaps and deficiencies.

To determine where the major gaps and deficiencies in existing programs and policies exist, Table 32 organizes specific problems under the appropriate category of General Plan objectives and contrasts existing state and federal programs which are, in theory, available to remedy problems. The result of Table 32 is a preliminary outline of gaps in deficiencies in existing state and federal programs.

Within the array of gaps and deficiencies indicated in Table 32, there are two overriding gaps and deficiencies:

1. An inability to affect the programmatic or dollar funding level of federal activity.

It is clear that federal programs and policies which influence urban places are created in a much broader arena than urban places in Maryland. Therefore, it should be recognized that the ability of the state to dramatically change either the programmatic emphasis of the legislative underpinnings of federal activity is likely to remain an enduring constraint in using federal assistance to completely effect an urban places policy. In lieu of radical change in federal activity, a principal gap which can be closed, is state (and local jurisdictions) participation in all available federal programs. From the brief snapshot analysis of federal fund "flows" in Section VII, it is apparent that not all jurisdictions are participating in federal programs that would benefit either (1) growth and development or (2) habitation

Table 32.

**IDENTIFICATION OF TYPES OF GAPS AND
DEFICIENCIES ASSOCIATED WITH EXISTING FEDERAL AND
STATE PROGRAMS AND POLICIES TO ADDRESS
PROBLEMS IN URBAN AREAS**
STATE OF MARYLAND

Category of Urban Place Objectives/ Type of Problem	Existing Programs and Policies	
	Federal	State
Land Use	<ul style="list-style-type: none"> - Many older and new urban places contiguous or surrounding Baltimore City and Washington D.C. require physical upgrading and are economically underutilized. - 33.2 percent in the short run and approximately 12 percent in the long run of all urban places have no land area or limited land area in which to absorb new growth and development. Land parcels in these places may be underutilized or skipped over due to existing character and size. 	<ul style="list-style-type: none"> - Zoning enabling legislation. - State planning enabling legislation.
Community Facilities	<ul style="list-style-type: none"> - 45.5 percent of all urban places are inadequately served or not served at all by water and sewer in the short run and approximately 5 percent not served or under-served in the long run. - 46.9 percent of all urban places require some type of community facility improvement or improved service. Community deficiencies are common to all types of urban places. 	<ul style="list-style-type: none"> - Urban renewal and NDP under Title I of Housing and Community Development Act of 1974. - Urban renewal and NDP and Title I of Housing and Community Development Act of 1974.
Environmental Quality	<ul style="list-style-type: none"> - Poor air or water quality surrounds some urban places, particularly urbanized suburbs of the Baltimore Metro Area, limiting residential location possibilities. - Several urban places, particularly old and new minor employment or trade centers in Harford County and the Upper Eastern Shore do not have adequate ground water available. 	<ul style="list-style-type: none"> - Review and programming of water and sewer expenditures. State grants for water and sewer by DSP. - State grants and water and sewer improvements.
Economic Base	<ul style="list-style-type: none"> - Minor trade and employment centers do not appear to have a consistent long term opportunity to change reliance on one or two sources of employment and economic base. - State economic base is primarily concentrated in the Baltimore-Washington corridor, and does not appear to be likely to shift to outlying urban places in any great magnitude. - Post old and new minor trade, minor employment and regional centers on the Lower and Upper Eastern Shore are dependent on the continuation of rail service for survival of their economic base. 	<ul style="list-style-type: none"> - Maryland Community and Economic Development Dept. - Industrial Development Financing Authority. - State Planning Department. - State Highway Department.

**Types of Gaps and Deficiencies in Federal
and State Programs or Policies**

Land Use	<ul style="list-style-type: none"> - No State-wide policy to concentrate activities in urban places or, to reconsider existing urban places as a focus of policy. - State and local decision makers may be unaware of potentials in urban places, or do not have technical capabilities or policy orientation. 	Community Facilities
Environmental Quality	<ul style="list-style-type: none"> - State and Federal enforcement of existing requirements may be variable. - NEPA and NEPA review process may not adequately account for all the long term effects of increased population growth in certain urban places. 	Economic Base
Economic Base	<ul style="list-style-type: none"> - No overall or unified state policy to direct and concentrate economic development activities. - State may underutilize available Federal assistance (i.e., EDA loans throughout the State). - No apparent State or Federal support for continued expansion of port or port related industry. - No State or Federal policy to tie transportation to local economic base. 	

Table 32.

**IDENTIFICATION OF TYPES OF GAPS AND (Cont'd)
DEFICIENCIES ASSOCIATED WITH EXISTING FEDERAL AND
STATE PROGRAMS AND POLICIES TO ADDRESS**

PROBLEMS IN URBAN AREAS

STATE OF MARYLAND

Category of Urban Place Objectives/ Type of Problem	Existing Programs and Policies		Types of Gaps and Deficiencies in Federal and State Programs or Policies
	Federal	State	
Fiscal Capability - No fiscal capability in most urban places, of any type, to undertake expenditures in their own behalf, due to unincorporated status or inadequate tax base. - Private financial investment in housing, retailing and manufacturing does not generally occur in older metro suburbs or older-rural minor trade and employment centers.	Fiscal Capability - Revenue sharing. - H.U.D. Title I of Housing and Community Development Act of 1974. - I.R.S. limitations on tax exempt municipal bonds.	- Piggyback and real property tax. - Revenue and general obligation bond limits.	Fiscal Capability - No programmatic use of State and Federal fund transfers to address urban places problems. - No consistent and pronounced effort evidenced to maximize receipt of available Federal funds for urban areas. - No overall State consideration on how and where to direct and stimulate private investment.
Settlement Quality - Substantial replacement or upgraded housing in old and new minor trade and employment centers and in some older urbanized suburbs. - Overall level of settlement quality, by type of place requires improvement through either public expenditure (capital and services) or private development requirement.	Settlement Quality - Fair housing and equal opportunity. - Rural housing and community assistance. - HUD/USDA housing assistance programs. - Revenue sharing.	- Maryland Home Financing and Housing Fund. - Maryland Historical Trust. - Maryland School Construction.	Settlement Quality - Housing assistance programs, Federal and State may not encompass the full range of housing assistance needs throughout the State. - Local community and political attitudes may be unaware of community needs. - Professional and technical assistance to address community needs and deficiencies in State is inadequate or not available.
Transportation - Inadequate transportation access to smaller urban places -- usually minor trade or employment centers in rural regions. - Congested road networks within 6.8 percent of the State's urban places and substantial inter-regional congestion for urban places in the Baltimore and Washington metropolitan areas.	Transportation - D.O.T interstate and mass transit grants. - I.C.C. rate setting and franchising.	- Public works for transportation. - Mass transit construction in Baltimore and Washington metropolitan areas.	Transportation - No apparent overall State policy to match transportation needs with short and long term potentials of urban places. - No State programs or policies for a transportation policy for rural areas.

Source: Gladstone Associates.

quality of urban places. Whether the state or each individual jurisdiction may be eligible for additional grants-in-aid is an unknown. However, it would appear that gaps and deficiencies found in urban places are less related to the specific policy emphasis of federal programs than the fact that most federal programs which influence urban places (particularly those related related to "habitation quality") are under-utilized.

2. An absence of an integrating program or funding orientation to deliver state assistance to urban places.

It is apparent that: (1) the design of existing programs is at the state to equalize the distribution of state budgetary and policy resources evenly to all jurisdictions and (2) that the delivery of state policy is county rather than urban oriented. The state has adopted innumerable programs and policies which, when reviewed in terms of application to urban places should have a dramatic effect. However, the existence of a program of policy in itself, does not necessarily guarantee that objectives will be fulfilled. Beyond the adoption of a given program and policy both administrative support and adequate funding are required. In Maryland, gaps and deficiencies within existing programs are only one part of the reason why General Plan objectives, as they have been tentatively established, are not being attained. As important in addressing specific gaps and

deficiencies within existing programs is to fill the void of policy and program direction with an orientation toward urban places.

In addition to the two principal areas where gaps and deficiencies exist within the complex of state and federal policies and programs, there are a number of specific gaps or deficiencies that appear in individual specific programs and policies which are currently available in the State of Maryland. Table 32 -- previously -- indicates in preliminary terms these gaps and deficiencies.

In general, gaps and deficiencies suggested in Table 32 are one of three basic kinds:

1. Inadequate or non-existent program or policy formulation to address problems.
2. Inconsistent or inappropriate substantive policy formulation and application to address problems.
3. Insufficient program funding or application of program refunding resources to address problems.

Since the number of existing programs and policies in the state are numerous, it is difficult at this juncture to determine which of the three kinds is the most prevalent or whether all three are common to the array of current programs and policies that currently exist. For example, a cursory review of one area -- economic development -- indicates that Maryland is by far the most well equipped state in the nation -- in terms of policies and programs on the books -- to address economically related problems and issues. Whether insufficient funds are allocated or specific

programs or particular programs not being pursued with full vigor is unknown.

While the exact nature of gaps and deficiencies of all the state's programs are not known at this time, Table 32 establishes the preliminary direction from which to begin the formulation of an urban places policy. When gaps and deficiencies in Table 32 are combined with Section VII, previously, the factors which should logically be incorporated into an urban places policy become clear. Defined, these are: (1) growth and development or habitation quality issues relative to urban places and (2) the primary gaps and deficiencies in programs and policies to address growth and development in habitation quality issues related to urban places.

Based on these two elements, the following steps can be undertaken to design an urban places policy:

- To frame a state-wide urban places policy which incorporates a sensitivity to the problems, opportunities and issues in urban places in light of the General Plan objectives as well as the differences between "old" and new" urban places and a recognition of the regional factors which influence urban places.
- To analyze, in terms of a state-wide urban places policy, how state and federal policies and programs might be modified to address specific problems in urban places, and
- To develop an effective and realistic mix or combination of federal and state programs and policies which would enable the attainment of objectives for urban places through the General Plan.

This is the purpose of a subsequent study -- an analysis of a policy for urban places and the implementation of such a policy.

APPENDIX A

GLOSSARY OF TERMS AND CLASSIFICATION
CHARACTERISTICS OF URBAN PLACES

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GLOSSARY

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES

1. Region (7 Total):

Western Maryland
Frederick
Baltimore
Suburban Washington

Southern Maryland
Lower Eastern Shore
Upper Eastern Shore

2. County (23 Total):

Allegany
Anne Arundel
Baltimore
Calvert
Caroline
Carroll
Cecil
Charles

Dorchester
Frederick
Garrett
Harford
Howard
Kent
Montgomery
Prince Georges

Queen Anne's
St. Mary's
Somerset
Talbot
Washington
Wicomico
Worcester

3. Place: (240 Total)

The following places have been excluded from the cross-tabulation process due to: 1) computer rejection of data due to lack of information 2) aggregation of data within a more meaningful designation of urban place, or 3) nonconformance due to unique size and characteristics.

(1) Computer Rejection

Burketsville Linthicum
Woodsboro Fruitland
Catonsville Garrett Park
Oxford Hillsboro
Denton Rosemont
Coral Hills Shady Side
Ferndale

(2) More Meaningful Designation

Bel Air North
Bel Air South
Chevy Chase Village
Aberdeen Proving Grounds

(3) Unique

Baltimore

4. Age: The age of an urban place is determined by the age of either its housing stock or its population, depending on the size of the place. The designation "old" or "new" is based totally on the technical criteria as delineated below and may appear incongruous to the perceived age of the urban place. For example, a town founded in 1780 with an active historic preservation district may appear "old", but

when the definition used here is applied, the town may be actually designated "new" due to a large proportion of recent-vintage housing or a young population.

"New": For urban places over 2,500, 70 percent of the housing stock has been constructed since 1930. For urban places under 2,500, 89 percent of the residents are under 65 years.

"Old": For urban places over 2,500, 30 percent of the housing stock was constructed prior to 1930. For urban places under 2,500, 11 percent of the residents are over 65 years.

5. Economic Function: This designation is used to define the predominant feature of the economic base of the urban place. The six functional categories described below result from a review of the economic characteristics of all urban places:

(1) Major Regional Trade and Employment Center: This type of urban place has a substantial export character in its economic base, draws substantial trade from the surrounding region (counties and possibly several other states) or both. The predominant feature of this urban place is that it contains a diversified economic base.

(2) Minor Trade Center: This type of place serves as a source for basic goods and services for outlying rural areas, has a limited number of employers, and is not a satellite to a larger regional or metropolitan area.

(3) Minor Industrial or Employment Center: This type of urban place contains within its boundaries or has nearby one or more major employers and is typically dominated by a single economic activity.

(4) Suburb of Non-Metropolitan Center: An urban place characterized by strong orientation towards a regional center or complex of minor trade centers. Where it is difficult to define the central place of a related complex of small urban places, the oldest place in the group is chosen as the independent center while the other places in the group are designated as suburbs.

(5) Urbanized Suburb of a Metropolitan Center: This is an urban place which serves primarily as a bedroom community to a larger metropolitan area and lies within an SMSA.

(6) Non-Urbanized Suburb of a Metropolitan Center: This is an urban place with the same characteristics as defined in (5) above, except that prior to 1970 it was not within an urbanized area or SMSA.

6. Growth Rate: The growth rate of an urban place is based on the percentage change in population of that place between 1960 and 1970.

Growing urban places are defined as those which increased 5 percent or more during the decade.

Stable urban places are those which increased or decreased less than 5 percent.

Declining urban places are those places which decreased 5 percent or more in population.

7. Size (Population) is the population of the urban place as reported in the 1970 U.S. Census.

8. Government Incorporated Status refers to the status of the urban place in 1970 as either Incorporated (I) or Unincorporated (U).

9. Growth and Development Characteristics are a reflection of the location, age, economic function, growth rate and size of an urban place as these factors impact the future growth of the place (residential, commercial, industrial and public facilities development). Short term refers to the next three years (1975-1978); long term to 1978 and beyond.

A. Growth and Development Potential is an assignment of a high, medium or low growth rate to an urban place based on the expected amount (absolute change) and rate (percentage change) of growth in the short and long term. The change results from projected increases or decreases in economic activities or in demographic composition.

High: Population and/or employment is expected to increase significantly in absolute terms. The percentage increase may or may not be significant depending on the initial size of the base.

Medium: Population and/or employment is expected to increase moderately in absolute terms and significantly or moderately in percentage terms depending on the size of the population and employment base.

Low: Population and/or employment is expected to increase slightly, remain stable or decline in absolute and percentage terms. A very small place might have a high growth rate, but a low growth potential since the absolute amount of population/employment increase is small in comparison with other growth centers in the state or region.

- B. Reasons for Growth and Development Potential are based on fundamental economic and market related features such as the function and structure of the existing economic base, location and transportation access, socio-economic status of the population and the amount and type of social overhead capital available. In general, the sum of the above factors determines the direction of growth and development potentials. However, for purposes of this analysis only the predominant factor which appears to govern growth and development potentials is indicated. Several of the more common reasons are listed as follows:

- (1) Land development constraint.
- (2) Poor state and/or regional access and location compared to other places in the region.
- (3) Proximity to a regional center.
- (4) Center for regional trade and service and diversified economic base.
- (5) Dependent on single economic function.
- (6) Good access within a metropolitan area.

10. Development Constraints refer to physical or political factors which hold growth and development potentials to unusually low levels despite

favorable economic and market characteristics or which reinforce low and medium growth potentials. Only those factors which are the major constraints to growth and development are indicated in this analysis. Some of the more common constraints are listed below:

- (1) No vacant land (usually an incorporated place).
- (2) Poor environmental conditions.
- (3) No or limited sewer and water capacity.
- (4) No water or sewer system.
- (5) Slow growth political attitudes.
- (6) Land unsuited for development (e.g., flood plain, topography, drainage).

11. Development Opportunities are defined as those areas in which private development activity is likely to occur in the short and long term in response to favorable growth potentials. Factors which will encourage development are also considered development opportunities. Where no opportunity is indicated, it does not mean there are no opportunities, rather, that from a broad perspective, there is nothing readily perceived. In the context of real estate, there are always development opportunities, depending on the risk-taking nature of the developer. Several types of development opportunities are as follows:

- (1) Residential (all types of housing).
- (2) Single family housing.
- (3) Multi-family housing.
- (4) Retail.
- (5) Industrial.
- (6) Higher density residential and commercial.
- (7) Positive political attitudes.

12. Inhabitation Quality is a judgmental overview of the factors which affect the desirability of a community as a place to live. These factors include the quality and adequacy of city services and facilities, the availability of housing, the availability and location of retail

and recreation facilities, the local environment, and the fiscal capacity of the community to undertake capital improvements.

- A. A Rating of good, fair or poor has been applied to each urban place to indicate the composite inhabitation quality of the place in relation to the quality of other places of the same size. A very small place cannot be expected to provide the same services and amenities as a larger place.

A Good rating indicates that the urban place is well-served by city services, provides a range of good quality housing and sufficient retail facilities, and has no major environmental problems.

A Fair rating indicates that the urban place is only adequately served by city services, and perhaps even under-served in some areas. Other factors contributing to a fair rating might be a limited range of housing choice and retail facilities or poor traffic circulation.

A Poor rating indicates that the urban place is under-served in a number of areas. The place may lack many basic public services such as health facilities and fire protection, the housing stock may be in need of rehabilitation, or the environmental (air and water) quality might be poor.

- B. Public Needs and Deficiencies are those areas in which public funds can be used to upgrade the inhabitation quality of the urban place. The deficiencies presented in this analysis reflect the predominant public need of the place, not necessarily all the needs, and, where no need is indicated, this does not mean there is no need, but rather, that no need was perceived.
- C. Development Needs are an indication of the areas in which private or subsidized development programs can be used to upgrade the inhabitation quality of the urban place. Development "needs" and development "opportunities" differ in that opportunities and responses by the private sector to favorable

market development economics and needs are areas of development in which the private developer will participate only if given an incentive. Several of the more common examples of private development needs are listed as follows:

- (1) Rehabilitated or replacement housing for low to moderate income tenants.
- (2) Convenience retail in underdeveloped areas.
- (3) Retail redevelopment.
- (4) Core redevelopment.

APPENDIX B
CATEGORIES OF URBAN PLACES

d. 26

ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic^{1/} Classification</u>
<u>Metropolitan Growing Areas, Communities over 2,500</u>				
Annapolis (Anne Arundel)	29,592	27%	Old	1
Odenton (Anne Arundel)	5,989	213%	New	5
Riviera Beach (Anne Arundel)	7,464	52%	New	6
Severna Park (Anne Arundel)	16,358	339%	New ^a	6
Catonsville (Baltimore)	54,812	47%	Old ^a	6
Essex (Baltimore)	39,193	9%	Old ^a	6
Landsdowne-Baltimore Highlands (Baltimore)	16,076	29%	New	6
Lutherville-Timonium (Baltimore)	24,055	96%	New	6
Middle River (Baltimore)	19,935	84%	New	6
Overlea (Baltimore)	13,086	21%	Old	6
Owings Mills (Baltimore)	7,360	93%	New	5
Parkville (Baltimore)	33,897	25%	Old ^a	6
Pikesville (Baltimore)	25,395	36%	New	6
Reisterstown (Baltimore)	14,037	233%	New ^a	5
Towson (Baltimore)	77,809	308%	Old ^a	6
Aberdeen Town (Harford)	12,375	28%	New	3
Bel Air Town (Harford)	6,307	47%	New	2
Edgewood (Harford)	8,551	412%	New	3
Havre de Grace (Harford)	9,791	15%	Old ^a	2
Bethesda (Montgomery)	71,621	27%	Old ^a	6
Gaithersburg (Montgomery)	8,344	117%	New	6(3)
Rockville City (Montgomery)	41,564	59%	New	6(3)
Silver Spring (Montgomery)	77,496	17%	Old ^a	6
Takoma Park City (Montgomery)	18,455	10%	Old	6
Wheaton (Montgomery)	66,247	21%	New	6
Berwyn Heights (Prince George's)	3,934	66%	New	6
Bladensburg Town (Prince George's)	7,488	141%	New	6
Bowie (Prince George's)	35,028	317%	New	5
Cheverly Town (Prince George's)	6,696	28%	New	6
College Park City (Prince George's)	26,156	42%	New	6
District Heights (Prince George's)	8,424	12%	New	6
Glenarden Town (Prince George's)	4,502	237%	New	6

1/ Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
- 3 - Minor Industrial or Employment Center
- 4 - Suburb of Non-metropolitan Center
- 5 - Suburb of Metropolitan Center, Type A
- 6 - Suburb of Metropolitan Center, Type B

Old^a - designated "old" due to substantial absolute number of housing units built prior to 1939.

M: military base included in jurisdiction.

ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic^{1/} Classification</u>
<u>Metropolitan Growing Areas, Communities over 2,500</u>				
Greenbelt City (Prince George's)	18,199	143%	Old ^a	6
Hillcrest Heights (Prince George's)	24,037	57%	New	6
Landover Hills Town (Prince George's)	2,691	46%	New	6
Laurel Town (Prince George's)	10,525	24%	New	5
New Carrollton (Prince George's)	13,395	296%	New	6
Riverdale Town (Prince George's)	5,724	30%	Old	6
Suitland-Silver Hill (Prince George's)	30,355	195%	New	6
Seat Pleasant (Prince George's)	7,217	35%	New	6
Camp Springs (Prince George's)	22,776	--	New	6
Carmondy Hills-Pepper Mill Village (Prince George's)	6,245	--	New	6
Defense Heights (Prince George's)	6,775	--	New	6
Forestville (Prince George's)	16,152	--	New	6
Good Luck (Prince George's)	10,584	--	New	6
Kentland (Prince George's)	9,649	--	New	6
Landover (Prince George's)	5,597	--	New	6
Lanham-Seabrook (Prince George's)	13,244	--	New	6
Aberdeen Proving Ground (Harford)	7,403	--	New	3(M)
Bel-Air North (Harford)	2,771	--	New	4
Bel-Air South (Harford)	3,360	--	New	4
Joppatowne (Harford)	9,092	--	New	5
Aspen Hill (Montgomery)	16,799	--	New	6
Avenel-Hillandale (Montgomery)	19,520	--	New	6
Colesville (Montgomery)	9,455	--	New	6
Damascus (Montgomery)	2,638	--	New	2(5)
Halpine (Montgomery)	5,912	--	New	6
Kemp Mill (Montgomery)	10,037	--	New	6
Montrose (Montgomery)	6,140	--	New	6
North Potomac (Montgomery)	12,546	--	New	6
Randolph (Montgomery)	13,233	--	New	6
White Oak (Montgomery)	19,769	--	New	6
Andrews (Prince George's)	6,418	--	New	3(M)
Beltsville (Prince George's)	8,912	--	New	6

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic^{1/} Classification</u>
<u>Metropolitan Growing Areas, Communities over 2,500</u>				
Birchwood (Prince George's)	9,558	--	New	6
Bloxton Hill (Prince George's)	11,974	--	New	6
Palmer Park (Prince George's)	8,172	--	New	6
South Laurel (Prince George's)	13,345	--	New	5
Walker Mill (Prince George's)	6,322	--	New	6
West Laurel (Prince George's)	4,478	--	New	5
Wumphrey (Anne Arundel)	6,370	--	New	6
South Gate (Anne Arundel)	9,356	--	New	6
Werry Hall (Baltimore)	5,446	--	New	6
Wandallstown (Baltimore)	33,683	--	New	6
Wosedale (Baltimore)	19,417	--	New	6
Wrofton (Anne Arundel)	4,478	--	New	5
Wermdale (Anne Arundel)	9,929	--	New	6
Wort Meade (Anne Arundel)	16,699	--	New	6
Wlen Burnie (Anne Arundel)	38,608	--	Old ^a	3(M) 6
Waryland City (Anne Arundel)	7,102	--	New	5

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ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic Classifica</u>
<u>Metropolitan Growing Areas, Communities under 2,500</u>				
Highland Beach (Anne Arundel)	6	20%	--	5
Bainesville (Montgomery)	162	12%	Old	2(5)
Garrett Park (Montgomery)	1,258	30%	New	6
Kensington (Montgomery)	2,322	7%	Old	6
Laytonsville (Montgomery)	293	50%	New	2(5)
Poolesville (Montgomery)	349	17%	Old	2(5)
Washington Grove (Montgomery)	688	19%	Old	6
Eagle Harbor (Prince George's)	200	233%	New	2
Edmonston (Prince George's)	1,441	20%	New	6
Pleasant Hills (Harford)	1,754	--	New	4(5)
Selby (Anne Arundel)	2,450	--	New	5
Olney (Montgomery)	2,138	--	New	5(2)

1/ Economic Classification:

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic^{1/} Classification</u>
<u>Metropolitan Stable Areas, Communities over 2,500</u>				
Butus (Baltimore)	22,745	2%	New	6
ndalk (Baltimore)	85,377	4%	Old ^a	6
ltimore City	905,759	-4%	Old	NA
rest Heights (Prince George's)	3,600	2%	New	6
attsville City (Prince George's)	14,998	-1%	Old	6
ngle Park (Prince George's)	11,564	1%	New	6
apel Oaks-Cedar Heights (Prince George's)	6,049	--	New	6
illum (Prince George's)	35,656	--	New	6
ral Hills (Prince George's)	7,105	--	New	6
rth Takoma Park (Montgomery)	7,373	--	New	6
tomac Valley (Montgomery)	5,094	--	New	6
uth Kensington (Montgomery)	10,289	--	New	6
odlawn-Woodmoor (Baltimore)	28,811	--	Old ^a	6
nthicum (Anne Arundel)	9,830	--	New	6
ndontowne (Anne Arundel)	3,864	--	New	5
evy Chase (Montgomery)	16,424	--	Old	6
lverton (Montgomery)	5,543	--	New	6

Economic Classification:

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- 2 - Minor Trade Center
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ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic Classifica</u>
<u>Metropolitan Stable Area, Communities Under 2,500</u>				
Brookeville (Montgomery)	136	- 3%	Old	5
CC-Four Village (Montgomery)	2,266	-1%	New	6
Glen Echo (Montgomery)	297	- 4%	Old	6
Colmar Manor (Prince George's)	1,715	- 3%	New	6
Morningside (Prince George's)	1,665	- 3%	New	6
Upper Marlboro (Prince George's)	646	- 4%	New	5(3)
Deale (Anne Arundel)	1,059	--	Old	2
Mayo (Anne Arundel)	2,154	--	New	5

1/ Economic Classification:

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic^{1/} Classification</u>
<u>Metropolitan Declining Areas, Communities over 2,500</u>				
Forestwood (Prince George's)	3,426	-7%	Old	6
Capitol Heights Town (Prince George's)	2,852	-9%	New	6
Mount Ranier (Prince George's)	8,180	-17%	Old	6
University Park Town (Prince George's)	2,926	-6%	Old	6
Homewood (Baltimore)	10,352	-12%	Old	6
Brooklyn (Anne Arundel)	13,896	--	New	6

Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
- 3 - Minor Industrial or Employment Center
- 4 - Suburb of Non-metropolitan Center
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- 6 - Suburb of Metropolitan Center, Type B

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ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic Classifica</u>
<u>Metro Declining Area, Communities Under 2,500</u>				
Chevy Chase Village (Montgomery)	2,265	-6%	New	6
Somerset (Montgomery)	1,303	-10%	New	6
Cottage City (Prince George's)	993	-10%	Old	6
Fairmount Heights (Prince George's)	1,972	-15%	New	6
North Brentwood (Prince George's)	785	-12%	Old	6

1/ Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
- 3 - Minor Industrial or Employment Center
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ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Economic^{1/} Classification</u>
<u>Emerging Growing Areas, Communities over 2,500</u>				
Frederick (Frederick)	23,641	9%	Old	1(5)
Westminster City (Carroll)	7,207	18%	Old	1
Beltsville (Washington)	6,105	43%	Old	4
Beltsville (Charles)	7,368	603%	New	3(5)
Columbia (Howard)	8,815	--	New	1(5)
Beltsville City (Howard)	9,506	--	New	2(5)
Beltsville Center (Cecil)	5,257	--	New	3(M)

Economic Classification:

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ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>Population</u>	<u>Population Change, 1960-70</u>	<u>Community</u>	<u>Economic^{1/} Classification</u>
<u>Fringe Growing Areas, Communities under 2,500</u>				
Burkittsville (Frederick)	221	6%	Old	2
Emmitsburg (Frederick)	1,532	12%	Old	3
Middletown (Frederick)	1,262	22%	Old	3
Myersville (Frederick)	470	27%	Old	2
Rosemont (Frederick)	20	18%	Old	2
Thurmont (Frederick)	2,359	18%	Old	3
Hampstead (Carroll)	961	38%	Old	3
Manchester (Carroll)	1,466	32%	Old	2
Mount Airy (Carroll)	1,825	35%	Old	2(5)
New Windsor (Carroll)	788	7%	Old	2
Sykesville (Carroll)	1,399	17%	New	3
Taneytown (Carroll)	1,731	14%	Old	3
Union Bridge (Carroll)	904	9%	Old	2
Savage (Howard)	2,116	58%	New	2(5)
Boonsboro (Washington)	1,410	16%	Old	3
Funkstown (Washington)	1,051	9%	New	3(2)
Smithsburg (Washington)	671	15%	Old	2
Williamsport (Washington)	2,270	23%	Old	3
La Plata (Charles)	1,561	29%	New	2(5)
North East (Cecil)	1,818	12%	New	2
Perryville (Cecil)	2,091	210%	New	3
Rising Sun (Cecil)	956	16%	New	2
Allview (Howard)	2,314	--	New	2(5)
Indian Head Plant (Charles)	1,449	--	New	3(M)
Potomac Heights (Charles)	1,983	--	New	3(5)
Eldersburg (Carroll)	1,739	--	Old	3(5)
Oakland (Carroll)	1,259	--	Old	2
Westminster South (Carroll)	2,242	--	New	4
Fort Ritchie (Washington)	2,162	--	New	3(M)
Fountainhead (Washington)	2,029	--	New	4

1/ Economic Classification:

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Economic^{1/} Classification</u>
<u>Emerging Growing Areas, Communities under 2,500</u>				
Bugansville (Washington)	1,069	--	Old	4

Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Economic¹ Classificat</u>
<u>Fringe Stable Areas, Communities over 2,500</u>				
Brunswick Town (Frederick)	3,566	0%	Old	3
Hagerstown City (Washington)	35,862	-2%	Old	1
Bainbridge Center (Cecil)	5,257	0%	New	3(M)

1/ Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
- 3 - Minor Industrial or Employment Center
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STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic^{1/} Classification</u>
<u>Fringe Stable Areas, Communities under 2,500</u>				
New Market (Frederick)	339	-5%	Old	2
Woodsboro (Frederick)	439	2%	Old	2
Clear Spring (Washington)	449	-1%	Old	2
Geedysville (Washington)	431	-1%	Old	2
Charpsburg (Washington)	833	-3%	Old	2
Cecilton (Cecil)	721	1%	Old	2
Charlestown (Cecil)	721	1%	New	2
Port Deposit (Cecil)	906	-5%	Old	3

1/ Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
- 3 - Minor Industrial or Employment Center
- 4 - Suburb of Non-metropolitan Center
- 5 - Suburb of Metropolitan Center, Type A
- 6 - Suburb of Metropolitan Center, Type B

Old^a - designated "old" due to substantial absolute number of housing units built prior to 1939.

M: military base included in jurisdiction.

ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic Classification</u>
<u>Fringe Declining Areas, Communities over 2,500</u>				
Elkton (Cecil)	5,362	-10%	Old	3(5)

1/ Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
- 3 - Minor Industrial or Employment Center
- 4 - Suburb of Non-metropolitan Center
- 5 - Suburb of Metropolitan Center, Type A
- 6 - Suburb of Metropolitan Center, Type B

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ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age of Community</u>	<u>Economic^{1/} Classification</u>
<u>Fringe Declining Area, Communities under 2,500</u>				
Annapolis (Washington)	1,832	-9%	Old	3
Esapeake City (Cecil)	1,031	-7%	Old	2

Economic Classification:

- 1 - Major Regional Trade and Employment Center
- 2 - Minor Trade Center
- 3 - Minor Industrial or Employment Center
- 4 - Suburb of Non-metropolitan Center
- 5 - Suburb of Metropolitan Center, Type A
- 6 - Suburb of Metropolitan Center, Type B

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Econo Classif</u>
<u>Non-Metropolitan Growing Areas, Communities over 2,500</u>				
Frostburg (Allegany)	7,327		Old	3
Lexington Park-Patuxent River(St. Mary)	9,186	30%	New	1 (M
Easton Town (Talbot)	6,809	7%	Old	1
Pocomoke City Town (Worcester)	3,573	7%	Old	2

1/ Economic Classification:

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Economic^{1/} Classification</u>
<u>Non-Metropolitan Growing Areas, Communities under 2,500</u>				
Comac Park (Allegany)	2,253	122%	New	3
Antsville (Garrett)	517	16%	Old	2
Ch Lynn Heights (Garrett)	507	7%	Old	4
Mountain Lake (Garrett)	1,263	30%	New	4
Esapeake Beach (Calvert)	934	28%	Old	3(2)
North Beach (Calvert)	761	26%	Old	3(2)
Conardtown (St. Mary's)	1,406	10%	Old	2
Lydel (Caroline)	176	35%	Old	2
Ston (Caroline)	509	9%	Old	2
Windsboro (Caroline)	231	13%	Old	2
Wena (Kent)	361	21%	Old	2
Wilmington (Kent)	474	16%	Old	2
Wick Hall (Kent)	1,125	59%	Old	2
Wicomico (Queen Anne's)	187	32%	Old	2
Winstown (Queen Anne's)	387	9%	Old	2
Wintersville (Queen Anne's)	417	6%	Old	2
Wippe (Talbot)	426	19%	Old	3
Wokview (Dorchester)	95	24%	New	2
Wt New Market (Dorchester)	251	12%	Old	4
Worodo (Dorchester)	99	24%	Old	2
Wrighttown (Wicomico)	660	7%	Old	2
Wor City (Worcester)	1,493	52%	Old	3
Worsonville (Queen Anne's)	1,182	--	New	2

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Economi Classif</u>
<u>Non-Metro Stable Areas, Communities over 2,500</u>				
LaVale-Narrows Park (Allegany)	3,971	-1%	New	4
Cambridge City (Dorchester)	11,595	-5%	Old	1

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Economic^{1/} Classification</u>
<u>Non-Metropolitan Stable Areas, Communities under 2,500</u>				
Adams (Allegany)	723	-1%	Old	3
Desaptown (Allegany)	1,731	3%	New	3
Edinburg (Garrett)	237	0%	Old	2
Friendsville (Garrett)	566	-2%	Old	2
Greensboro (Caroline)	1,173	1%	Old	2
Anderson (Caroline)	135	5%	Old	2
Stertown (Kent)	327	0%	Old	2
Westertown (Kent)	3,476	-4%	Old	1
Antreville (Queen Anne's)	1,853	0%	Old	2
Queen Anne (Queen Anne's)	292	3%	Old	2
Appleville (Queen Anne's)	102	4%	Old	2
Michael's (Talbot)	1,456	-2%	Old	2
Lock (Dorchester)	1,056	2%	Old	3
Secretary (Dorchester)	352	0%	Old	4
Stsville (Wicomico)	477	-2%	Old	2
Lin (Worcester)	1,942	-5%	Old	3
Low Hill (Worcester)	2,201	-5%	Old	2(3)

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ALL PLACES BY CLASSIFICATION CATEGORY
STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Econoc Classif</u>
<u>Non-Metropolitan Declining Areas, Communities over 2,500</u>				
Cumberland City (Allegany)	29,724	-11%	Old	1
Westernport (Allegany)	3,106	-13%	Old	3
Crisfield City (Somerset)	3,078	-13%	Old	3
Salisbury City (Wicomico)	15,252	- 6%	Old	1

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ALL PLACES BY CLASSIFICATION CATEGORY

STATE OF MARYLAND

<u>Place/County</u>	<u>1970 Population</u>	<u>Population Change, 1960-70</u>	<u>Age Of Community</u>	<u>Economic^{1/} Classification</u>
<u>1-Metropolitan Declining Areas, Communities under 2,500</u>				
Maconing (Allegany)	1,572	-24%	Old	3
Ke (Allegany)	424	-28%	Old	3
Idland (Allegany)	665	-10%	New	3
unt Savage (Allegany)	1,413	-14%	Old	3
er Park (Garrett)	310	-18%	New	3
zmillerville (Garrett)	443	-17%	Old	2
land (Garrett)	1,786	-10%	Old	2
iton (Caroline)	1,561	-20%	Old	2
leralsburg (Caroline)	1,971	- 7%	Old	2(4)
lsboro (Caroline)	177	-12%	Old	2
lgeby (Caroline)	822	- 7%	Old	2
irch Hill (Queen Anne's)	247	- 6%	Old	2
ord (Talbot)	750	-12%	Old	2
irch Creek (Dorchester)	130	-11%	Old	2
estown (Dorchester)	123	-19%	Old	2
anna (Dorchester)	358	-15%	Old	3
ncess Anne (Somerset)	975	-28%	Old	2
mar (Wicomico)	1,191	- 6%	Old	4
ron (Wicomico)	705	- 7%	Old	2
delas Springs (Wicomico)	356	- 6%	Old	2
lards (Wicomico)	494	- 7%	Old	2

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APPENDIX C

MISCELLANEOUS ANALYTIC MATERIALS

FACTORS REVIEWED IN DETERMINING
OLD VS. NEW PLACES

1. Percent housing stock pre-1939 (30%)
2. Median age of housing stock
3. Percent population over age 65 (11%)
4. Incidence of poverty
5. Crowding
6. Substandard housing stock
7. Economic criteria

SUMMARY OF HOUSING STOCK BUILT PRIOR TO 1939
PLACES WITH POPULATION OVER 2,500
1970

<u>Share of Housing Stock Built Prior to 1939</u>	<u>Number of Places</u>
Greater than 50%	17
30-49%	11
20-29%	11
10-19%	30
0-9%	56
	<u>125</u>

Source: Gladstone Associates.

SIZE DISTRIBUTION OF URBAN PLACES

STATE OF MARYLAND

1970

<u>Urban Places By Population Size</u>	<u>Number Number</u>	<u>Percent Percent</u>
500,000 or more	1	0.4%
100,000-500,000	-0-	--
50,000-100,000	5	2.4%
25,000-50,000	14	5.5%
10,000-25,000	35	14.1%
5,000-10,000	49	19.2%
2,500-5,000	19	7.5%
2,000-2,500	17	6.7%
1,500-2,000	20	7.8%
1,000-1,500	25	9.8%
Less than 1,000	68	25.5%
Total	255	100.0%

Source: 1970 U.S. Census, Gladstone Associates.

INVENTORY OF PLACES WITH MORE THAN
20 PERCENT OF HOUSING STOCK BUILT PRIOR TO 1939

1970

Places With 20-29 Percent of Housing Stock Built Prior to 1939

Brooklyn (Anne Arundel)
Londontowne (Anne Arundel)
Pumphrey (Anne Arundel)
Riviera Beach (Anne Arundel)
Arbutus (Baltimore)
Catonsville (Baltimore)
Parkville (Baltimore)
Aberdeen Town (Harford)
Bel-Air Town (Harford)
Potomac Valley (Montgomery)
Laurel Town (Prince George's)

Places With 30-49 Percent of Housing Stock Built Prior to 1939

LaVale - Narrows Park (Allegany)
Halfway (Washington)
Annapolis (Anne Arundel)
Overlea (Baltimore)
Chevy Chase (Montgomery)
Takoma Park City (Montgomery)
Brentwood (Prince George's)
Hyattsville City (Prince George's)
Mount Rainier (Prince George's)
Riverdale (Prince George's)
University Park Town (Prince George's)

Places With Greater Than 50 Percent of Housing Stock Built Prior to 1939

Cumberland City (Allegany)
Frostberg City (Allegany)
Westernport (Allegany)
Hagerstown City (Washington)
Brunswick Town (Frederick)
Frederick (Frederick)
Edgemere (Baltimore)
Westminster City (Carroll)
Havre de Grace (Harford)
Baltimore
Elkton (Cecil)
Chestertown (Kent)

Places With Greater Than 50 Percent of Housing Stock Built Prior to 1939 (con't.)

Easton Town (Talbot)
Cambridge City (Dorchester)
Crisfield City (Somerset)
Salisbury City (Wicomico)
Pocomoke City Town (Worcester)

Source: 1970 U.S. Census; Gladstone Associates.

PERCENTAGE OF PERSONS BELOW
INCOME POVERTY LEVEL IN OLD ^{1/}
PLACES OF 2,500 POPULATION
AND OVER
1970

<u>Place</u>	<u>Percentage</u>
1. Crisfield	29.4%
2. Pocomoke City	22.3%
3. Cambridge	21.7%
4. Easton	20.6%
5. Baltimore	18.0%
6. Cumberland	16.7%
7. Salisbury	16.2%
8. Westernport	15.2%
9. Frostburg	14.5%
10. Hagerstown	14.5%
11. Chestertown	14.0%
12. Elkton	13.3%
13. Annapolis	12.6%
14. Frederick	11.0%
15. Havre De Grace	10.6%
16. Mount Rainier	10.6%
17. Brunswick Town	9.4%
18. Westminster	8.5%
19. La Vale - Narrows Park	8.3%
20. Riverdale	8.3%

PERCENTAGE OF PERSONS BELOW
INCOME POVERTY LEVEL IN OLD ^{1/}
PLACES OF 2,500 POPULATION
AND OVER

<u>Place</u>	<u>Percentage</u>
21. Takoma Park City	8.0%
22. Edgemere	7.5%
23. Brentwood	6.5%
24. Hyattsville City	6.4%
25. Overlea	5.3%
26. Halfway	4.4%
27. Chevy Chase	3.4%
28. University Park Town	2.6%

^{1/} Old places are places with 30 percent more of the housing stock built prior to 1939.

Source: 1970 U.S. Census; Gladstone Associates.

FACTORS RELATED TO AGE AND SOCIO-ECONOMIC STATUS

PLACES UNDER 2,500 POPULATION

STATE OF MARYLAND

1970

<u>Place</u>	<u>County</u>	<u>Lacking Some Plumbing Facilities</u>	<u>Over- crowded Units</u>	<u>Populati Over 65</u>
Accident	Garrett	13.6%	3.4%	17.7%
Allview	Howard	4.4%	2.6%	2.4%
Barclay	Queen Anne's	11.1%	4.8%	16.0%
Barnesville	Montgomery	15.2%	8.7%	16.0%
Barton	Allegany	7.6%	6.8%	12.9%
Berlin	Worcester	9.1%	7.3%	14.0%
Betterton	Kent	5.3%	2.6%	19.3%
Boonsboro	Frederick	4.9%	4.3%	11.8%
Brookeville	Montgomery	4.3%	0.0%	14.7%
Brookview	Dorchester	30.3%	9.1%	9.5%
Burkittsville	Frederick	18.6%	2.9%	12.2%
Cecilton	Cecil	24.1%	10.0%	14.8%
Centreville	Queen Anne's	13.5%	5.5%	15.1%
Charlestown	Cecil	17.7%	11.2%	8.0%
Chesapeake Beach	Calvert	3.2%	6.4%	12.8%
Chesapeake City	Cecil	12.7%	8.1%	11.6%
Chevy Chase - 4	Montgomery	0.2%	0.6%	11.6%
Chevy Chase Village	Montgomery	0.8%	1.0%	9.5%
Church Creek	Dorchester	27.5%	7.8%	16.9%
Church Hill	Queen Anne's	10.0%	3.0%	24.7%
Clear Spring	Washington	14.7%	3.5%	12.0%
Colmar Manor	Prince George's	3.8%	11.4%	8.2%
Cottage City	Prince George's	1.2%	4.1%	14.7%
Cresaptown	Allegany	2.5%	4.4%	8.6%
Deale	Anne Arundel	8.8%	9.1%	13.8%
Deer Park	Garrett	29.4%	7.8%	10.3%
Delmar	Wicomico	4.2%	1.9%	16.8%
Denton	Caroline	5.6%	5.5%	17.7%
Eagle Harbor	Prince George's	42.9%	18.4%	9.5%
East New Market	Dorchester	7.3%	2.4%	21.1%
Edmonston	Prince George's	3.8%	11.6%	4.8%
Eldersburg	Carroll	5.3%	4.9%	7.2%
Eldorado	Dorchester	10.7%	14.3%	15.2%
Emmitsburg	Frederick	3.2%	5.9%	13.6%

FACTORS RELATED TO AGE AND SOCIO-ECONOMIC STATUS, Cont'd.

PLACES UNDER 2,500 POPULATION

STATE OF MARYLAND

1970

<u>Place</u>	<u>County</u>	<u>Lacking Some Plumbing Facilities</u>	<u>Over- crowded Units</u>	<u>Population Over 65</u>
Fairmount Heights	Prince George's	6.0%	15.7%	9.3%
Federalsburg	Caroline, Dorchester	17.5%	6.2%	15.8%
Fort Ritchie	Washington	1.4%	15.8%	0.2%
Mountain Head	Washington	1.1%	1.0%	7.2%
Friendsville	Garrett	20.2%	10.4%	16.3%
Fruitland	Wicomico	18.3%	11.1%	8.1%
Hunkstown	Washington	3.6%	4.7%	9.9%
Alena	Kent	2.5%	5.0%	11.4%
Allestown	Dorchester	8.9%	2.2%	22.0%
Garrett Park	Montgomery	1.2%	2.1%	4.9%
Len Echo	Montgomery	3.7%	2.8%	14.8%
Oldsboro	Caroline	25.9%	2.5%	15.2%
Orantsville	Garrett	0.6%	6.9%	13.9%
Rasonville	Queen Anne's	19.5%	8.3%	11.3%
Reensboro	Caroline	8.1%	4.4%	15.9%
Rampstead	Carroll	6.4%	4.1%	13.2%
Rancock	Washington	13.3%	9.3%	12.5%
Rebron	Wicomico	16.7%	5.3%	19.4%
Renderson	Caroline	36.0%	6.0%	20.7%
Righland Beach	Anne Arundel	--	--	0.0%
Rillsboro	Caroline	6.3%	4.8%	18.6%
Rurlock	Dorchester	4.3%	2.7%	20.7%
Rndian Head Plant	Charles	0.3%	7.6%	0.6%
Rndian Head	Charles	2.1%	5.9%	6.6%
Reedysville	Carroll	5.3%	4.9%	7.6%
Rensington	Montgomery	0.4%	3.0%	13.4%
Ritzmillerville	Garrett	36.0%	9.3%	18.7%
Ra Plata	Charles	5.7%	4.9%	8.5%
Raytonsville	Montgomery	0.0%	7.1%	9.2%
Rdonardtwn	St. Mary's	5.6%	9.6%	12.2%
Roch Lynn Heights	Garrett	1.9%	12.8%	13.4%
Ronaconing	Allegany	9.4%	2.8%	19.1%
Roke	Allegany	0.6%	1.3%	17.5%

FACTORS RELATED TO AGE AND SOCIO-ECONOMIC STATUS, Cont'd.

PLACES UNDER 2,500 POPULATION

STATE OF MARYLAND

1970

<u>Place</u>	<u>County</u>	<u>Lacking Some Plumbing Facilities</u>	<u>Over- crowded Units</u>	<u>Populatio Over 65</u>
Manchester	Carroll	7.4%	3.8%	15.2%
Mardela Springs	Wicomico	19.3%	0.0%	25.6%
Marydel	Caroline	4.1%	8.2%	11.4%
Maugansville	Washington	3.3%	2.1%	10.7%
Mayo	Anne Arundel	6.1%	6.7%	9.2%
Middletown	Frederick	3.6%	2.1%	13.4%
Midland	Allegany	7.3%	5.8%	9.9%
Millington	Kent, Queen Anne's	14.2%	4.7%	15.8%
Morningside	Prince George's	0.0%	13.6%	1.9%
Mountain Lake Park	Garrett	4.4%	7.0%	10.3%
Mount Airy	Carroll	5.4%	4.7%	12.2%
Mount Savage	Allegany	7.1%	3.7%	14.9%
Myersville	Frederick	3.2%	4.4%	11.3%
New Market	Frederick	9.4%	11.3%	9.7%
New Windsor	Carroll	7.9%	4.7%	12.8%
North Beach	Calvert	5.5%	8.5%	14.6%
North Brentwood	Prince George's	2.0%	13.4%	11.5%
North East	Cecil	8.6%	12.0%	8.9%
Oakland	Carroll	3.4%	4.6%	5.8%
Oakland	Garrett	6.2%	5.7%	21.1%
Ocean City	Worcester	1.8%	3.5%	12.5%
Olney	Montgomery	2.7%	2.5%	2.7%
Oxford	Talbot	9.5%	1.3%	23.9%
Perryville	Cecil	2.2%	6.6%	8.5%
Pittsville	Wicomico	19.2%	2.2%	17.0%
Pleasant Hills	Harford	2.0%	2.2%	2.6%
Poolesville	Montgomery	8.3%	0.4%	12.3%
Port Deposit	Cecil	13.7%	10.7%	10.5%
Potomac Heights	Charles	6.3%	8.1%	8.0%
Potomac Park	Allegany	1.0%	3.6%	7.0%
Preston	Caroline	5.4%	3.6%	15.5%
Princess Anne	Somerset	10.8%	5.7%	20.1%
Queen Anne	Queen Anne's, Talbot	16.3%	6.5%	11.0%
Queenstown	Queen Anne's	7.5%	1.4%	17.3%

FACTORS RELATED TO AGE AND SOCIO-ECONOMIC STATUS, Cont'd.

PLACES UNDER 2,500 POPULATION

STATE OF MARYLAND

1970

<u>Place</u>	<u>County</u>	<u>Lacking Some Plumbing Facilities</u>	<u>Over- crowded Units</u>	<u>Population Over 65</u>
Ridgeley	Caroline	12.4%	2.8%	15.6%
Rising Sun	Cecil	4.0%	2.8%	10.5%
Rock Hall	Kent	11.7%	4.0%	16.8%
Rosemont	Frederick	1.2%	2.4%	11.2%
St. Michael's	Talbot	13.1%	6.5%	16.3%
Avage	Howard	5.1%	10.6%	8.2%
Secretary	Dorchester	10.5%	6.5%	17.3%
Elby	Anne Arundel	7.7%	3.1%	5.7%
Hadly Side	Anne Arundel	5.1%	6.8%	11.0%
Harpsburg	Washington	35.0%	3.6%	12.7%
Harptown	Wicomico	8.0%	0.8%	15.5%
Smithsburg	Washington	6.0%	4.3%	14.5%
Now Hill	Worcester	19.4%	8.5%	14.2%
Omerset	Montgomery	0.8%	0.8%	8.4%
Udlersville	Queen Anne's	10.2%	3.4%	19.4%
Ykesville	Carroll	10.8%	9.4%	9.8%
aneytown	Carroll	8.7%	5.4%	14.6%
empleville	Caroline, Queen Anne's	29.7%	10.8%	20.6%
urmont	Frederick	3.8%	4.2%	9.9%
appe	Talbot	5.1%	4.4%	15.3%
ion Bridge	Carroll	8.5%	4.0%	16.9%
per Marlboro	Prince George's	14.2%	6.3%	9.4%
enna	Dorchester	3.8%	2.3%	17.9%
lkersville	Frederick	3.8%	2.1%	10.5%
shington Grove	Montgomery	0.9%	1.4%	10.6%
stminster South	Carroll	5.9%	3.7%	7.6%
llards	Wicomico	19.1%	2.2%	14.0%
lliamsport	Washington	11.5%	3.4%	13.8%
oisboro	Frederick	15.6%	2.5%	20.0%
tal		7.6%	5.6%	11.5%

Source: 1970 Census of Population.

PLACES OVER 2,500 POPULATION BY SIZE AND CATEGORIES

1970

Places with Population of 2,500-5,000			Places with Population of 5,000-10,000			Places with Population of 10,000-25,000			Places with Population of 25,000 and Over		
Place	County		Place	County		Place	County		Place	County	
Bel Air North	Harford		Aberdeen Proving Grounds	Harford		Aberdeen Town	Harford		Annapolis City	Prince George's	
Bel Air South	Harford		Bainbridge Center	Cecil		Andrews	Prince George's		Baltimore	Montgomery	
Berwyn Heights	Prince George's		Bel Air Town	Harford		Arbutus	Baltimore		Bethesda	Montgomery	
Brentwood Town	Prince George's		Beltsville	Prince George's		Aspen Hill	Montgomery		Bowie Town	Prince George's	
Brunswick Town	Frederick		Birchwood City	Prince George's		Avenel-Hillandale	Montgomery		Catonsville	Baltimore	
Capital Heights	Prince George's		Bladensburg Town	Montgomery		Brooklyn	Ann Arundel		Chillum	Prince George's	
Chestertown Town	Kent		Calverton	Prince George's		Cambridge City	Dorchester		College Park City	Prince George's	
Crisfield City	Somerset		Camody Hills	Prince George's		Camp Springs	Prince George's		Cumberland City	Alleghany	
Crofton	Ann Arundel		Chapel Oaks-CED	Prince George's		Chevy Chase	Montgomery		Dundalk	Baltimore	
Qarascus	Montgomery		Cheverly Town	Prince George's		Edgemere	Baltimore		Essex	Baltimore	
Forest Heights	Prince George's		Colesville	Montgomery		Forestville	Prince George's		Glen Burnie	Ann Arundel	
Glenarden Town	Prince George's		Columbia	Howard		Fort Meade	Prince George's		Hagerstown City	Washington	
Landover Hills	Prince George's		Coral Hills	Prince George's		Frederick	Frederick		Parkville	Baltimore	
La Valle-Harrow	Alleghany		Defense Heights	Prince George's		Good Luck	Prince George's		Pikesville	Baltimore	
Londontowne	Ann Arundel		District Height	Prince George's		Greenbelt City	Prince George's		Randallstown	Baltimore	
Pocomoke City Town	Worcester		Easton Town	Talbot		Hillcrest Heights	Prince George's		Rockville City	Montgomery	
University Park	Prince George's		Edgewood	Harford		Hyattsville City	Prince George's		Silver Spring	Montgomery	
Westernport Town	Alleghany		Elkton Town	Cecil		Kemp Mill	Montgomery		Suitland-Silver Hill	Prince George's	
West Laurel	Prince George's		Ellicott City	Howard		Langley Park	Prince George's		Towson	Baltimore	
			Ferndale	Ann Arundel		Lanham Seabrook	Prince George's		Wheaton	Montgomery	
			Frostburg	Alleghany		Lansdowne-Baltimore	Prince George's		Woodlawn-Woodmoor	Baltimore	
			Gaithersburg City	Montgomery		Laurel Town	Baltimore				
			Halfway	Washington		Lutherville-Timonium	Baltimore				
			Halpine	Montgomery		Middle River	Baltimore				
			Havre DeGrace	Harford		New Carrollton	Prince George's				
			Joppatowne	Harford		North Potomac	Montgomery				
			Kentland	Prince George's		Oxonia	Baltimore				
			Landover	Prince George's		Overlea	Montgomery				
			Lexington Park	St. Mary's		Randolph	Prince George's				
			Linthicum	Ann Arundel		Rosedale	Montgomery				
			Maryland City	Ann Arundel		Reisterstown	Baltimore				
			Montrose	Montgomery		Salisbury City	Wicomico				
			Mount Rainier	Prince George's		Severna Park	Ann Arundel				
			North Takoma Park	Montgomery		South Kensington	Montgomery				
			Odenton	Ann Arundel		South Laurel	Prince George's				
			Owings Mills	Baltimore		Takoma Park City	Montgomery				
			Palmer Park	Prince George's		Walker Mill	Prince George's				
			Perry Hall	Baltimore		White Oaks	Montgomery				
			Potomac Valley	Montgomery							
			Pumphrey	Ann Arundel							
			Riverdale Heights	Prince George's							
			Riverdale Town	Prince George's							
			Riviera Beach	Ann Arundel							
			Seat Pleasant	Prince George's							
			South Gate	Ann Arundel							
			South Gate	Charles							
			Westminster City	Carroll							

ALL PLACES UNDER 2,500 POPULATION

1970

<u>Place</u>	<u>County</u>	<u>Size</u>
Accident	Garrett	237
Allview	Howard	2,314
Barclay	Queen Anne's	187
Barnesville	Montgomery	162
Barton	Allegany	723
Berlin	Worcester	1,942
Betterton	Kent	327
Boonsboro	Frederick	1,410
Brookeville	Montgomery	136
Brookview	Dorchester	95
Burkittsville	Frederick	221
Cecilton	Cecil	721
Centreville	Queen Anne's	1,853
Charlestown	Cecil	721
Chesapeake Beach	Calvert	934
Chesapeake City	Cecil	1,031
Chevy Chase - 4	Montgomery	2,266
Chevy Chase Village	Montgomery	2,265
Church Creek	Dorchester	130
Church Hill	Queen Anne's	247
Clear Spring	Washington	449
Colmar Manor	Prince George's	1,715
Cottage City	Prince George's	993
Cresaptown	Allegany	1,731
Deale	Anne Arundel	1,059
Deer Park	Garrett	310
Delmar	Wicomico	1,191
Denton	Caroline	1,561
Eagle Harbor	Prince George's	200
East New Market	Dorchester	251
Edmonston	Prince George's	1,441
Eldersburg	Carroll	1,739
Eldorado	Dorchester	99
Emmitsburg	Frederick	1,532
Fairmount Heights	Prince George's	1,972
Federalsburg	Caroline, Dorchester	1,917
Fort Ritchie	Washington	2,162
Fountain Head	Washington	2,029
Friendsville	Garrett	566
Fruitland	Wicomico	2,315
Funkstown	Washington	1,051
Galena	Kent	361
Galestown	Dorchester	123

ALL PLACES UNDER 2,500 POPULATION (con't.)

<u>Place</u>	<u>County</u>	<u>Size</u>
Garrett Park	Montgomery	1,258
Glen Echo	Montgomery	297
Goldsboro	Caroline	231
Grantsville	Garrett	517
Grasonville	Queen Anne's	1,182
Greensboro	Caroline	1,173
Hampstead	Carroll	961
Hancock	Washington	1,832
Hebron	Wicomico	705
Henderson	Caroline	135
Highland Beach ^{1/}	Anne Arundel	6
Hillsboro	Caroline	177
Hurlock	Dorchester	1,056
Indian Head Plant	Charles	1,149
Keedysville	Washington	431
Kensington	Montgomery	2,322
Kitzmillerville	Garrett	443
La Plata	Charles	1,561
Laytonsville	Montgomery	293
Leonardtwn	St. Mary's	1,406
Loch Lynn Heights	Garrett	507
Lonaconing	Allegany	1,572
Luke	Allegany	424
Manchester	Carroll	1,466
Mardela Springs	Wicomico	356
Marydel	Caroline	176
Maugansville	Washington	1,069
Mayo	Anne Arundel	2,154
Middletown	Frederick	1,262
Midland	Allegany	665
Millington	Kent, Queen Anne's	474
Morningside	Prince George's	1,665
Mountain Lake Park	Garrett	1,263
Mount Airy	Carroll	1,825
Mount Savage	Allegany	1,413
Myersville	Frederick	45
New Market	Frederick	339
New Windsor	Carroll	788
North Beach	Calvert	761
North Brentwood	Prince George's	785
North East	Cecil	1,818
Oakland	Carroll	1,256
Oakland	Garrett	1,786
Ocean City	Worcester	1,493

ALL PLACES UNDER 2,500 POPULATION (con't.)

<u>Place</u>	<u>County</u>	<u>Size</u>
Olney	Montgomery	2,138
Oxford	Talbot	750
Perryville	Cecil	2,091
Pittsville	Wicomico	477
Pleasant Hills	Harford	1,754
Poolesville	Montgomery	349
Port Deposit	Cecil	906
Potomac Heights	Charles	1,983
Potomac Park	Allegany	2,253
Preston	Caroline	509
Princess Anne	Somerset	975
Queen Anne	Queen Anne's, Talbot	292
Queenstown	Queen Anne's	387
Ridgely	Caroline	822
Rising Sun	Cecil	956
Rock Hall	Kent	1,125
Rosemont	Frederick	20
St. Michael's	Talbot	426
Savage	Howard	2,116
Secretary	Dorchester	352
Selby	Anne Arundel	2,450
Shady Side	Anne Arundel	1,562
Sharpsburg	Washington	833
Sharptown	Wicomico	660
Smithsburg	Washington	671
Snow Hill	Worcester	2,201
Somerset	Montgomery	1,303
Sudlersville	Queen Anne's	417
Sykesville	Carroll	1,399
Taneytown	Carroll	1,731
Templeville	Caroline, Queen Anne's	102
Thurmont	Frederick	2,359
Trappe	Talbot	426
Union Bridge	Carroll	904
Upper Marlboro	Prince George's	646
Vienna	Dorchester	358
Walkersville	Frederick	1,269
Washington Grove	Montgomery	688
Westminster South	Carroll	2,242
Willards	Wicomico	494
Williamsport	Washington	2,270
Woodsboro	Frederick	439

Source: U.S. Census; Gladstone Associates.

NUMBER OF PLACES BY CLASSIFICATION CATEGORY

<u>I. Old</u>	<u>Under 2,500</u>	<u>Over 2,500</u>	<u>Total</u>
A. <u>Growing</u>			
1. Metro	4	5	9
2. Fringe	18	3	21
3. Non-metro	19	3	22
4. Subtotal	<u>41</u>	<u>11</u>	<u>52</u>
B. <u>Stable</u>			
1. Metro	3	3	6
2. Fringe	7	2	9
3. Non-metro	16	2	18
4. Subtotal	<u>26</u>	<u>7</u>	<u>33</u>
C. <u>Declining</u>			
1. Metro	2	4	6
2. Fringe	2	1	3
3. Non-metro	19	4	23
4. Subtotal	<u>23</u>	<u>9</u>	<u>32</u>
D. <u>Total Old</u>	90	27	117
<u>II. New</u>			
A. <u>Growing</u>			
1. Metro	7	75	82
2. Fringe	13	4	17
3. Non-metro	4	1	5
4. Subtotal	<u>24</u>	<u>80</u>	<u>104</u>
B. <u>Stable</u>			
1. Metro	5	13	18
2. Fringe	1	0	1
3. Non-metro	1	0	1
4. Subtotal	<u>7</u>	<u>13</u>	<u>20</u>
C. <u>Declining</u>			
1. Metro	3	2	5
2. Fringe	0	0	0
3. Non-metro	2	0	2
4. Subtotal	<u>5</u>	<u>2</u>	<u>7</u>
D. <u>Total New</u>	36	95	131
<u>III. Total</u>	126	122	248

APPENDIX D

CROSSTABULATION OF CLASSIFICATION SYSTEM
CHARACTERISTICS BY PROBLEM, OPPORTUNITIES
AND ISSUES IN URBAN PLACES

SHORT AND LONG TERM GROWTH AND DEVELOPMENT POTENTIALS ^{1/}
IN URBAN PLACES BY REGION
STATE OF MARYLAND

<u>Region</u>	<u>Short Term ^{2/}</u>				<u>Long Term ^{2/}</u>			
	<u>High</u>	<u>Medium</u>	<u>Low</u>	<u>Total</u>	<u>High</u>	<u>Medium</u>	<u>Low</u>	<u>Total</u>
Western	-	2	30	32	-	6	26	32
Frederick	2	2	4	8	2	3	3	8
Baltimore	9	22	23	54	7	22	25	54
Upper Eastern Shore	4	4	24	32	4	8	20	32
Lower Eastern Shore	-	3	19	22	-	3	19	22
Southern Md.	-	5	3	8	-	5	3	8
Suburban Washington	4	11	64	79	11	17	51	79
Total	<u>19</u>	<u>49</u>	<u>167</u>	<u>235</u>	<u>24</u>	<u>64</u>	<u>147</u>	<u>235</u>

^{1/} Refer to glossary in Appendix A for appropriate definitions.

^{2/} 1-3 Years

^{2/} 3-10 Years

Source: Gladstone Associates.

AGE OF URBAN PLACES BY SHORT-TERM POTENTIAL
BY ECONOMIC FUNCTION OF URBAN PLACES^{1/}

STATE OF MARYLAND

<u>Age/Potential</u>	<u>Economic Function</u>					<u>Total</u>
	<u>Regional Trade Center</u>	<u>Major Trade Center</u>	<u>Minor Employment Center</u>	<u>Non-Metro Suburb</u>	<u>Non-Urbanized Metro Suburb</u>	<u>Urbanized Metro Suburb</u>
<u>Old</u>						
High	4	0	1	0	0	4
Medium	4	5	6	1	0	4
Low	1	48	17	7	1	12
	<u>9</u>	<u>53</u>	<u>24</u>	<u>8</u>	<u>1</u>	<u>20</u>
Subtotal						
						9
						20
						86
						<u>115</u>
<u>New</u>						
High	0	2	0	0	4	4
Medium	2	6	7	0	2	12
Low	0	5	9	5	8	54
	<u>2</u>	<u>13</u>	<u>16</u>	<u>5</u>	<u>14</u>	<u>70</u>
Subtotal						
						10
						29
						81
						<u>120</u>
<u>Total</u>						
High	4	2	1	0	4	8
Medium	6	11	13	1	2	16
Low	1	53	26	12	9	66
	<u>11</u>	<u>66</u>	<u>40</u>	<u>13</u>	<u>15</u>	<u>90</u>
Total						
						19
						49
						167
						<u>235</u>

^{1/} For definitions, refer to Glossary in Appendix A.

Source: Gladstone Associates.

AGE OF URBAN PLACES BY LONG-TERM POTENTIAL
BY ECONOMIC FUNCTION OF URBAN PLACES^{1/}

STATE OF MARYLAND

<u>Age 1</u>	<u>Economic Function</u>						<u>Total</u>
	<u>Regional Trade Center</u>	<u>Major Trade Center</u>	<u>Minor Employment Center</u>	<u>Non-Metro Suburb</u>	<u>Non-Urbanized Metro Suburb</u>	<u>Urbanized Metro Suburb</u>	
<u>Old</u>							
High	4	0	2	0	0	4	10
Medium	4	9	7	2	0	4	26
Low	1	44	15	6	1	12	79
	<u>9</u>	<u>53</u>	<u>24</u>	<u>8</u>	<u>1</u>	<u>20</u>	<u>115</u>
<u>Subtotal</u>							
<u>New</u>							
High	0	1	0	0	5	8	14
Medium	2	7	9	1	3	16	38
Low	0	5	7	4	6	46	68
	<u>2</u>	<u>13</u>	<u>16</u>	<u>5</u>	<u>14</u>	<u>70</u>	<u>120</u>
<u>Subtotal</u>							
<u>Total</u>							
High	4	1	2	0	5	12	24
Medium	6	16	16	3	3	20	64
Low	1	49	22	10	7	58	147
	<u>11</u>	<u>66</u>	<u>40</u>	<u>13</u>	<u>15</u>	<u>90</u>	<u>235</u>
<u>Total</u>							

^{1/} For definitions, refer to Glossary in Appendix A.
Source: Gladstone Associates.

SHORT TERM DEVELOPMENT CONSTRAINTS^{1/} IN URBAN PLACES

BY REGION

STATE OF MARYLAND

Region	None Indicated	No Vacant Land	Limited Land Area	Poor Environmental Conditions	No or Limited Sewer Capacity	No or Limited Water Capacity	No or Limited Water and Sewer Capacity	Out-dated or Dis-functional Sewer System	Slow Growth Political Attitude	Land Unsuitable for Development	Dependent on Single Economic Function	Uncoordinated, Provision of Public Services	High Land Prices	Competition From Neighboring City	Total
Western	16	-	-	4	1	-	5	1	-	-	-	-	-	-	32
Frederick	2	-	-	-	-	3	-	-	2	-	-	-	-	-	8
Baltimore	27	5	4	-	5	-	5	-	2	-	-	1	-	-	54
Upper Eastern Shore	9	-	3	2	2	1	2	1	1	4	-	-	1	-	33
Lower Eastern Shore	6	-	-	-	5	-	2	-	1	6	-	-	-	-	22
Southern	3	-	-	1	1	2	-	1	-	-	-	-	-	-	8
Suburban Washington	5	10	-	-	57	-	3	-	4	-	-	-	-	-	79
Total	68	15	7	7	71	6	17	3	10	10	-	1	1	-	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

SHORT TERM DEVELOPMENT CONSTRAINTS^{1/} IN URBAN PLACES^{1/}

BY AGE OF PLACE

STATE OF MARYLAND

Region	None Indicated	No Vacant Land	Limited Land Area	Poor Environmental Conditions	No or Limited Sewer Capacity	No or Limited Water Capacity	No or Limited Water and Sewer Capacity	No Water or Sewer System	Out-dated or Dis-functional Sewer System	Slow Growth Political Attitude	Land Unsuitable for Development	Dependent on Single Economic Function	Uncoordinated Provision of Public Services	High Land Prices	Competition From Neighboring City	Total
Old	36	3	4	5	18	4	12	14	3	7	7	-	1	1	-	115
New	32	12	3	2	53	2	5	5	-	3	3	-	-	-	-	120
Total	68	15	7	7	71	6	17	19	3	10	10	-	1	1	-	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

LONG TERM DEVELOPMENT CONSTRAINTS^{1/} IN URBAN PLACES^{1/}

BY AGE OF PLACE

STATE OF MARYLAND

Region	None Indicated	No Vacant Land	Limited Land Area	Poor Environmental Conditions	No or Limited Sewer Capacity	No or Limited Water Capacity	No or Limited Water and Sewer Capacity	No Water or Sewer System	Out-dated or Dis-functional Sewer System	Slow Growth Political Attitude	Land Unsuitable for Development	Dependent on Single Economic Function	Uncoordinated, Provision of Public Services	High Land Prices	Competition From Neighboring City	Total
Old	58	14	14	4	-	2	2	1	1	1	16	1	1	-	-	115
New	60	32	12	2	2	-	4	2	-	1	3	1	-	-	1	120
Total	118	46	26	6	2	2	6	3	1	2	19	2	1	-	1	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

SHORT TERM DEVELOPMENT OPPORTUNITIES IN URBAN PLACES

BY REGIONS

STATE OF MARYLAND

Type of Development Opportunity

Region	None Indicated	Type of Development Opportunity					Higher Density Residential, Commercial, Industrial	Residential and Light Industrial	Residential, Commercial, Industrial	Residential, Commercial, Industrial	Residential and Commercial Due to Renewal Program	Recreation/Tourism	Positive Political Attitudes	Water and Sewer Capacity Available	Total
		Residential	Multi-Family	Single Family	Retail	Industrial									
Western	24	-	1	3	-	-	-	-	-	-	-	-	4	-	32
Frederick	4	2	-	-	-	-	-	-	-	-	1	-	1	-	8
Baltimore	27	14	4	1	1	1	1	1	2	-	-	-	1	-	54
Upper Eastern Shore	16	-	-	-	3	-	3	1	1	-	1	5	2	1	32
Lower Eastern Shore	14	-	3	3	1	-	-	-	-	-	-	-	1	-	22
Southern	3	-	2	-	-	-	-	-	-	-	-	1	2	-	8
Suburban Washington	62	4	2	1	-	-	-	-	3	1	1	-	-	-	79
Total	150	20	12	8	5	1	4	4	6	3	3	6	11	1	235

1/ For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

LONG TERM DEVELOPMENT OPPORTUNITIES IN URBAN PLACES

BY REGION/

STATE OF MARYLAND

Type of Development Opportunity

Region	None Indicated	Residential	Multi- Family	Single Family	Retail	Industrial	Residential and Light Industrial	Residential, Commercial, Industrial	Higher Density, Residential, Commercial, Industrial	Residential and Commer- cial Due to Renewal Program	Recreation/ Tourism	Positive Political Attitudes	Water and Sewer Capacity Available	Total
Western	28	-	-	3	-	-	-	-	-	-	1	-	-	32
Frederick	7	1	-	-	-	-	-	-	-	-	-	-	-	8
Baltimore	27	11	4	-	-	3	5	2	1	-	-	1	-	54
Upper Eastern Shore	25	2	-	-	-	-	3	-	1	-	-	1	-	32
Lower Eastern Shore	21	-	-	-	-	-	-	-	-	-	1	-	-	22
Southern	8	-	-	-	-	-	-	-	-	-	-	-	-	8
Suburban Washington	39	4	1	7	-	3	1	3	14	7	-	-	-	79
Total	155	18	5	10	0	6	9	5	16	7	2	2	-	235

1/ For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

SHORT TERM DEVELOPMENT OPPORTUNITIES IN URBAN PLACES

BY AGE OF PLACE^{1/}

STATE OF MARYLAND

Age	Type of Development Opportunity													Total
	None Indicated	Residential	Multi-Family	Single Family	Retail	Industrial	Residential and Light Industrial	Residential, Commercial, Industrial	Higher Density Residential, Commercial, Industrial	Residential Due to Renewal Program	Recreation/Tourism	Positive Political Attitudes	Water and Sewer Capacity Available	
Old	71	7	4	6	2	1	2	2	4	2	5	9	-	115
New	79	13	8	2	3	-	2	4	4	1	1	2	1	120
Total	150	20	12	8	5	1	4	6	8	3	6	11	1	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

LONG TERM DEVELOPMENT OPPORTUNITIES IN URBAN PLACES

BY AGE OF PLACE

STATE OF MARYLAND

Age	Type of Development Opportunity													Total
	None Indicated	Residential	Multi-Family	Single Family	Retail	Industrial	Residential and Light Industrial	Residential, Commercial, Industrial	Higher Density Residential, Commercial, Industrial	Residential and Commercial Renewal Program	Recreation/Tourism	Positive Political Attitudes	Water and Sewer Capacity Available	
Old	89	5	2	5	-	3	3	1	5	-	2	-	-	115
New	66	13	3	5	-	3	6	4	11	7	-	2	-	120
Total	155	18	5	10	-	6	9	5	16	7	2	2	-	235

1/ For definitions refer to the glossary in Appendix A.
Source: Gladstone Associates.

GOVERNMENT INCORPORATED STATUS BY INHABITATION QUALITY^{1/}
MARYLAND URBAN PLACES
1974

<u>Status</u>	<u>Inhabitation Quality</u>			<u>Total</u>
	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	
Incorporated	53	68	21	142
Unincorporated	56	34	1	91
Total	109	102	22	233

^{1/} For definitions, refer to Glossary in Appendix A.
Source: Gladstone Associates.

INHABITATION QUALITY IN URBAN PLACES
BY REGION
STATE OF MARYLAND

	<u>Inhabitation Quality</u> ^{1/}			
	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Total</u>
Western	15	12	5	32
Frederick	3	4	1	8
Baltimore	28	26	-	54
Upper Eastern Shore	12	9	11	32
Lower Eastern Shore	5	13	4	22
Southern	4	4	-	8
Suburban Washington	43	34	2	79
Total	110	102	23	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

BY ECONOMIC FUNCTION OF URBAN PLACES^{1/}

STATE OF MARYLAND

Age/Rating	Economic Function						Total
	Regional Trade Center	Major Trade Center	Minor Employment Center	Non-Metro Suburb	Non-Urbanized Metro Suburb	Urbanized Metro Suburb	
Old							
Good	4	18	9	3	0	16	50
Fair	4	25	9	4	1	4	47
Poor	1	10	6	1	0	0	18
Subtotal	9	53	24	8	1	20	115
New							
Good	1	5	7	3	5	39	60
Fair	1	6	8	2	9	29	55
Poor	0	2	1	0	0	2	5
Subtotal	2	13	16	5	14	70	120
Total							
Good	5	23	16	6	5	55	110
Fair	5	31	17	6	10	33	102
Poor	1	12	7	1	0	2	23
Total	11	66	40	13	15	90	235

^{1/} For definitions, refer to Glossary in Appendix A.

Source: Gladstone Associates.

PUBLIC NEEDS AND DEFICIENCIES IN URBAN PLACES

BY REGION

STATE OF MARYLAND

<u>Region</u>	<u>None Indicated</u>	<u>Basic Services</u>	<u>Sewer</u>	<u>Water</u>	<u>and Water</u>	<u>Recreation Facilities</u>	<u>Health Facilities</u>	<u>Police Protection</u>	<u>Improved Transportation</u>	<u>Improved Fire, Police, Health, Library, Etc.</u>	<u>Better Road, Network or Circulation</u>	<u>Improved Environmental Quality</u>	<u>Total</u>
Western	18	-	3	-	8	1	2	-	-	-	-	-	30
Frederick	1	-	-	-	6	1	-	-	-	-	-	-	8
Baltimore	33	2	3	-	4	1	-	1	-	-	9	1	54
Upper Eastern Shore	6	8	2	3	4	-	3	-	-	5	1	-	32
Lower Eastern Shore	6	-	7	-	5	-	1	-	1	-	2	-	22
Southern	4	-	1	1	2	-	-	-	-	-	-	-	8
Suburban Washington	27	3	1	-	-	13	6	8	-	17	4	-	79
Total	95	13	17	4	29	16	12	9	1	22	16	1	235

1/ For definitions refer to glossary in Appendix A.
Source: Gladstone Associates.

PUBLIC NEEDS AND DEFICIENCIES^{1/} IN URBAN PLACES

BY AGE^{1/} OF PLACE

STATE OF MARYLAND

<u>Age</u>	<u>None Indicated</u>	<u>Basic Services</u>	<u>Sewer</u>	<u>Water</u>	<u>Sewer and Water</u>	<u>Recreation Facilities</u>	<u>Health Facilities</u>	<u>Police Protection</u>	<u>Improved Trans- portation</u>	<u>Improved Fire, Police, Health, Library, Etc.</u>	<u>Better Road Network or Cir- cula- tion</u>	<u>Improved Environ- mental Quality</u>	<u>Total</u>
Old	41	10	10	3	25	3	5	4	1	5	7	1	115
New	54	3	7	1	4	13	7	5	0	17	9	0	120
Total	95	13	17	4	29	16	12	9	1	22	16	1	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

PUBLIC NEEDS AND DEFICIENCIES^{1/} IN URBAN PLACES
BY AGE^{1/} OF PLACE
STATE OF MARYLAND

Age	None Indicated	Basic Services	Sewer	Water	Sewer and Water	Recreation Facilities	Health Facilities	Police Protection	Improved Trans- portation	Improved Fire, Police, Health, Library, Etc.	Better Road Network or Cir- cula- tion	Improved Environ- mental Quality	Total
Old	41	10	10	3	25	3	5	4	1	5	7	1	115
New	54	3	7	1	4	13	7	5	0	17	9	0	120
Total	95	13	17	4	29	16	12	9	1	22	16	1	235

^{1/} For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

PRIVATE DEVELOPMENT REQUIREMENTS IN URBAN PLACES

BY REGION

STATE OF MARYLAND

<u>Region</u>	<u>Type of Private Development Requirements^{1/}</u>								<u>Total</u>
	<u>None Indicated</u>	<u>New Housing</u>	<u>Replacement/ Rehab/In fill Housing</u>	<u>Convenience Retail</u>	<u>Retail Redevelopment</u>	<u>Redevelopment of Core</u>	<u>Basic Public Services</u>	<u>Industrial Development</u>	
Western	23	1	5	-	1	1	-	1	32
Frederick	4	1	3	-	-	-	-	-	8
Baltimore	46	-	6	2	-	-	-	-	54
Upper Eastern Shore	21	-	7	3	-	1	-	-	32
Lower Eastern Shore	17	-	3	-	-	2	-	-	22
Southern	7	-	-	-	-	1	-	-	8
Suburban Washington	58	1	12	1	3	1	3	-	79
<u>Total</u>	<u>176</u>	<u>3</u>	<u>36</u>	<u>6</u>	<u>4</u>	<u>6</u>	<u>3</u>	<u>1</u>	<u>235</u>

^{1/} Refer to glossary in Appendix A for appropriate definitions.

Source: Gladstone Associates.

PUBLIC NEEDS AND DEFICIENCIES IN URBAN PLACES

BY REGION

STATE OF MARYLAND

<u>Region</u>	<u>None Indicated</u>	<u>Basic Services</u>	<u>Sewer</u>	<u>Water</u>	<u>and Water</u>	<u>Recreation Facilities</u>	<u>Health Facilities</u>	<u>Police Protection</u>	<u>Improved Trans- portation</u>	<u>Improved Fire, Police, Health, Library, Etc.</u>	<u>Better Road Network or Cir- cula- tion</u>	<u>Improved Environ- mental Quality</u>	<u>Total</u>
Western	18	-	3	-	8	1	2	-	-	-	-	-	30
Frederick	1	-	-	-	6	1	-	-	-	-	-	-	8
Baltimore	33	2	3	-	4	1	-	1	-	-	9	1	54
Upper Eastern Shore	6	8	2	3	4	-	3	-	-	5	1	-	32
Lower Eastern Shore	6	-	7	-	5	-	1	-	1	-	2	-	22
Southern	4	-	1	1	2	-	-	-	-	-	-	-	8
Suburban Washington	27	3	1	-	-	13	6	8	-	17	4	-	79
Total	95	13	17	4	29	16	12	9	1	22	16	1	235

1/ For definitions refer to glossary in Appendix A.

Source: Gladstone Associates.

AGE OF URBAN PLACES BY
GOVERNMENT INCORPORATED STATUS BY PUBLIC NEEDS^{1/}
MARYLAND URBAN PLACES
1974

<u>Age/Incorporated Status</u>	<u>Public Needs</u>								
	<u>None Indicated</u>	<u>Basic Services</u>	<u>Sewer</u>	<u>Water</u>	<u>Sewer and Water</u>	<u>Recreation Facilities</u>	<u>Health Facilities</u>	<u>Police Protection</u>	<u>Improved Transportation</u>
<u>Old</u>									
Incorporated	34	9	9	3	24	2	5	4	1
Unincorporated	7	0	1	0	1	1	0	0	0
Subtotal	<u>41</u>	<u>9</u>	<u>10</u>	<u>3</u>	<u>25</u>	<u>3</u>	<u>5</u>	<u>4</u>	<u>1</u>
<u>New</u>									
Incorporated	13	1	3	1	2	7	6	2	0
Unincorporated	41	2	4	0	2	6	1	3	0
Subtotal	<u>54</u>	<u>3</u>	<u>7</u>	<u>1</u>	<u>4</u>	<u>13</u>	<u>7</u>	<u>5</u>	<u>0</u>
<u>Total</u>									
Incorporated	47	10	12	4	26	9	11	6	1
Unincorporated	48	2	5	0	3	7	1	3	0
Total	<u>95</u>	<u>12</u>	<u>17</u>	<u>4</u>	<u>29</u>	<u>16</u>	<u>12</u>	<u>9</u>	<u>1</u>

<u>Age/Incorporated Status</u>	<u>Public Needs</u>			<u>Total</u>
	<u>Improved Fire, Police, Health, Library, Etc.</u>	<u>Better Road Network/Circulation</u>	<u>Improved Environmental Quality</u>	
<u>Old</u>				
Incorporated	5	3	0	99
Unincorporated	0	3	1	14
Subtotal	<u>5</u>	<u>6</u>	<u>1</u>	<u>113^{2/}</u>
<u>New</u>				
Incorporated	7	1	0	43
Unincorporated	10	8	0	77
Subtotal	<u>17</u>	<u>9</u>	<u>0</u>	<u>120</u>
<u>Total</u>				
Incorporated	12	4	0	142
Unincorporated	10	11	1	91
Total	<u>22</u>	<u>15</u>	<u>1</u>	<u>233</u>

^{1/} For definitions, refer to Glossary in Appendix A.

^{2/} Two places for which no incorporated status was available have been omitted.

Source: Gladstone Associates.

APPENDIX E

DETAIL SURVEY CHARACTERISTICS OF URBAN PLACES

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
SOUTHEAST WASHINGTON REGION
STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Site (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints				Development Opportunities		Rating	Habitat Quality			
						G & D Potential		Reason for Potential		Short Term		Long Term		Short Term			Long Term		Public Needs And Deficiencies	Private Development Needs
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term							
Montgomery																				
Aspen Hill	New	6	Growing	16,799	U	Medium	Medium	Location & Land Availability in Metro Area	Location & Land Availability Within Metro Area	Limited Sewer Transmission Capacity	No Vacant Land	N.I.	N.I.	Multi-family Housing	Multi-family Housing	Good	N.I.	N.I.		
Avenue/Hillandale	New	6	Growing	19,520	U	Low	Low	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	No Vacant Land	N.I.	N.I.	N.I.	Good	N.I.	N.I.		
Bethesda	Old	6	Growing	71,621	U	High	Medium	Location & Access to Resident Population & Metro Employment	Location to Metro Area	Slow Growth Community Attitudes & Traffic Congestion	No Vacant Land	No Vacant Land	N.I.	Higher Density Commercial Development	Higher Density Commercial & Residential Associated With Metro Station	Good	Improved Road Capacity	N.I.		
Claverton	New	6	Stable	6,543	U	Low	Low	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	No Vacant Land	N.I.	N.I.	N.I.	Good	N.I.	N.I.		
Cherry Chase	New	6	Stable	16,424	U	Medium	Medium	Location & Access to Resident Population & Metro Employment	Location & Access To Resident Population & Metro Employment	Slow Growth Community Attitudes & Traffic Congestion	No Vacant Land	No Vacant Land	N.I.	Higher Density Commercial Development	Higher Density Commercial & Residential Associated With Metro Station	Good	Improved Road Capacity			
Colesville	New	6	Growing	9,455	U	Low	Medium	Land Development Constraint	Available Land Within Metro Area	No Sewer Treatment Capacity	No Vacant Land	N.I.	N.I.	Residential & Commercial Development	High Density Residential & Commercial Development	Good	N.I.	N.I.		
Dunwoody	New	2(5)	Growing	2,638	U	Medium	Medium	Poorer Transportation Access Than Other Locations	Poorer Transportation Access Than Other Locations	N.I.	N.I.	N.I.	N.I.	Residential	Residential	Fair	Schools, Recreational, & Cultural Facilities	Convenience retail		
Eastlansburg City	New	6	Growing	8,344	U	High	High	Good Transportation Access & Available Land Area	Good Transportation Access & Available Land Area	Limited Sewer Treatment Capacity	N.I.	N.I.	N.I.	Commercial, Residential	Residential & Commercial	Good	Improved Road Capacity	N.I.		
Halpine	New	6	Growing	5,912	U	Medium	Medium	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	No Vacant Land	N.I.	N.I.	N.I.	Good	N.I.	N.I.		
Kemp Hill	New	6	Growing	10,037	I	Low	Low	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	No Vacant Land	N.I.	N.I.	N.I.	Good	N.I.	N.I.		
Montrose	New	6	Growing	6,140	U	High	High	Good Transportation Access & Available Land Area	Good Transportation Access & Available Land Area	Limited Sewer Treatment Capacity	N.I.	N.I.	N.I.	High Density Commercial Development	High Density Commercial Development	Good	N.I.	N.I.		
North Potomac	New	6	Growing	12,546	U	Medium	Medium	Good Transportation Access & Available Land Area	Good Transportation Access & Available Land Area	Limited Sewer Treatment Capacity	N.I.	N.I.	N.I.	Residential	Residential	Good	N.I.	N.I.		

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
SOUTHEASTERN MARYLAND REGION (Cont'd)

STATE OF MARYLAND

County/Place (Montgomery Cont'd)	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints				Inhabitation Quality						
						G & D Potential		Reason for Potential		Short Term		Long Term		Short Term		Long Term		Rating	Needs And Public Deficiencies	Development Needs
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term					
North Takoma Park	New	6	Stable	7,373	U	Low	Low	Land Development Constraint	Land Development Constraint	Land Development Constraint	Slow Growth Community Attitude & No Vacant Land	Slow Growth Community Attitude & No Vacant Land	Replacement Housing	Replacement Housing	Poor	Improved Police Protection & Social Services	Replacement Housing			
Potomac Valley	New	6	Stable	5,094	U	Low	Low	High Income NB, Low Market Absorption	High Income & Low Market Absorption	N.I.	N.I.	N.I.	Residential	Residential	Good	N.I.	N.I.			
Randolf	New	6	Growing	13,232	U	Medium	Medium	Good Transportation Access & Avail- able Land Area	Good Transportation Access & Avail- able Land Area	N.I.	N.I.	N.I.	Commercial & Industrial	Commercial & Industrial	Good	N.I.	N.I.			
Rockville City	New	6(3)	Growing	41,564	U	Medium	Low	Good Transportation Access & Avail- able Land Area	Land Development Constraint	Limited Sewer Treatment Capacity	No Vacant Land	High Density Housing	Higher Density Commercial & Associated Metro Station	Good	N.I.	N.I.				
Silver Spring	Old	6	Growing	77,496	U	Low	High	Land Development Constraint	Good Access & Available Land Area	Undecided Community Attitudes	N.I.	Higher Density Commercial & Residential Associated With Metro Station	Good	N.I.	N.I.	N.I.				
South Kensington	New	6	Stable	10,289	U	Low	Low	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	N.I.	Good	N.I.	N.I.					
Takoma Park City	New	6	Growing	18,455	I	Low	Low	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	N.I.	Good	N.I.	N.I.					
Wheaton	New	6	Growing	66,247	U	Low	Medium	Land Development Constraint	Good Transpor- tation Access	No Vacant Land	No Vacant Land	N.I.	Good	Increased Road Capacity	N.I.					
White Oak	New	6	Growing	19,769	U	Medium	Low	Available Land Area	Land Development Constraint	N.I.	No Vacant Land	Commercial Development	Good	N.I.	N.I.					
Brookville	Old	5	Stable	136	I	Low	Low	Poor Access & Location & Land Development Constraint	Poor Access & Location & Land Development Constraint	No Water & Sewer	No Water & Sewer	N.I.	Fair	Basic Public Services	Basic Public Serv					
Barnesville	Old	2	Growing	162	I	Low	Low	Poor Access & Location & Land Development Constraint	Poor Access & Location & Land Development Constraint	No Water & Sewer	No Water & Sewer	N.I.	Fair	Basic Public Services	Basic Public Serv					
Layonsville	New	2	Growing	293	I	Low	Low	Poor Access & Location & Land Development Constraint	Poor Access & Location & Land Development Constraint	No Water & Sewer	No Water & Sewer	N.I.	Fair	Basic Public Services	Basic Public Serv					

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES
 SUBURBAN WASHINGTON REGION (Cont'd)
 STATE OF MARYLAND

County/Place Montgomery (Cont'd)	Age	Economic Function	Growth Rate	Site (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Inhabitation Quality	
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Development Needs
Old	Old	6	Stable	297	I	Land Development Constraint	Land Development Constraint	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	N.I.	N.I.	Good	N.I.
Poolesville	Old	2(S)	Growing	349	I	Available Land Area	Available Land Area	Available Land Area	Available Land Area	Limited Sewer Treatment Capacity	N.I.	Single Family Residential	Single Family Residential	Good	N.I.
Washington Grove	Old	6	Growing	688	I	Land Development Constraint	Land Development Constraint	Land Development Constraint	Land Development Constraint	Limited Sewer Treatment Capacity	No Vacant Land	N.I.	N.I.	Good	N.I.
Somerset	New	6	Declining	1,303	I	Land Development Constraint	Land Development Constraint	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	N.I.	N.I.	Good	N.I.
Olney	New	5	Growing	2,138	I	Good Transportation Access & Avail- able Land Area	Good Transportation Access & Avail- able Land Area	Good Transportation Access & Avail- able Land Area	Good Transportation Access & Avail- able Land Area	Limited Sewer Treatment Capacity and Transmission	N.I.	Residential	Residential	Good	Improved Sewer System
Kensington	Old	6	Growing	2,322	I	Land Development Constraint	Land Development Constraint	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	N.I.	N.I.	Good	N.I.

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
SOUTHEAST WASHINGTON REGION
STATE OF MARYLAND

County/Place Prince George's County	System Classification			Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Inhabitation Quality				
	Age	Location Function	Growth Rate		G.I.O. Potential		Payson for Potential		Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Public Needs and Deficiencies	Private Development Needs
					Short Term	Long Term	Short Term	Long Term									
Anders	New	3 (H)	Growing	6,418	U	Low	Low	Dependent on Air Force Base	Dependent on Air Force Base	N.I.	N.I.	N.I.	N.I.	Good	N.I.	N.I.	
Beltsville	New	6	Growing	8,912	U	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Good	Library, Health Facility	N.I.	
Berwyn Heights	New	6	Growing	3,934	I	Low	Low	Development Constraint	Development Constraints	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Good	Parks	N.I.	
Birchwood	New	6	Growing	9,558	I	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	Only Vacant Used in Flood Plain	N.I.	N.I.	Fair	Health Facilities, Park	N.I.	
Bladensburg	New	6	Growing	7,488	I	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Good	Parks, Improved Police Pro- tection	Commercial Rehabilita- tion	
Bowie Town	New	5	Growing	35,028	I	Medium	High	Development Constraint	Good Access Location & Town Center Employment	Sewer Moratorium	N.I.	Commercial Industrial Residential	Commercial Industrial Residential	Fair	Health Facilities, Increased Fire Pro- tection	N.I.	
Brentwood Town	Old	6	Dwelling	3,426	I	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	Lack of Available Land	N.I.	N.I.	Fair	Improved Police Pro- tection	Residential Rehabilita- tion, Comm- ercial Rede- velopment (along Rt. 1)	
Camp Springs	New	6	Growing	22,276	U	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	Lack of Available Land	N.I.	Industrial	Fair	Improved Fire Protection	Commercial and Residen- tial Infill	
Capitol Heights Town	New	6	Dwelling	2,852	I	Low	High	Development Constraint	Increased Access	Sewer Moratorium	N.I.	N.I.	High Density Residential and Commer- cial Associ- ated with Metro Station	Good	Health Facilities, Library, Im- proved Police Protection	N.I.	
Carmody Hills- Pepper Mill Village	New	6	Growing	6,245	I	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	Lack of Available Land	N.I.	N.I.	Fair	Library, Parks, Health Facilities, Police Pro- tection	Housing Rehabili- tation	
Chapel Oaks- Cedar Heights	New	6	--	6,049	U	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	Lack of Available Land	N.I.	N.I.	Fair	Library, Parks, Health Facilities, Police Pro- tection	Commercial and Residential Re- development	
Cheverly Town	New	6	Growing	6,696	I	Low	Low	Development Constraint	Development Constraint	Sewer Moratorium	Lack of Available Land	N.I.	N.I.	Good	Parks, Im- proved Police Protection	N.I.	
Chillum	New	6	Stable	35,556	U	Low	High	Development Constraint	Increased Access	Sewer Moratorium	N.I.	N.I.	Higher Density Residential and Commer- cial Associ- ated with Metro Station	Fair	Library, Parks, Health Facilities, Police Pro- tection	N.I.	

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES

SUBURBAN WASHINGTON REGION

STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Opportunities				Job-Habitat Quality	
						G & D Potential		Region for Potential		Development Constraints		Short Term		Rating	Public Needs And Deficiencies
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term		
Prince George's County (cont'd)															
College Park City	New	6	Growing	26,156	I	Low	Medium	Development Constraints	Upgrading thru Public Action	Sever Moratorium	M.I.	M.I.	Urban Renewal	Fair	Health Facilities, Improved Police Protection
Colmar Manor	New	6	Stable	1,715	I	Low	Low	Development Constraints	Upgrading thru Public Action	Sever Moratorium	M.I.	M.I.	Limited Opportunities Resulting From Urban Renewal Program	Fair	Parks, Improved Police Protection
Cottage City	New	6	Declining	993	I	Low	Low	Development Constraints	Upgrading thru Public Action	Sever Moratorium	M.I.	M.I.	Limited Opportunities Resulting From Urban Renewal Program	Fair	Parks, Improved Police Protection
Defense Heights	New	6	Growing	6,775	U	Low	Low	Development Constraints	Development Constraints	Sever Moratorium	Lack of Available Land	M.I.	N.I.	Good	Parks, Improved Police Protection
District Heights	New	8	Growing	8,424	I	Low	Low	Development Constraints	Development Constraints	Sever Moratorium	Lack of Available Land	M.I.	M.I.	Fair	Library, Parks, Health Facilities
Eagle Harbor	New	6	Growing	200	I	Low	Low	Development Constraints	Distant Location Compared to Other Places	Sever Moratorium	M.I.	M.I.	M.I.	Fair	M.I.
Edmonston	New	6	Growing	1,441	I	Low	Low	Development Constraints	Upgrading thru Public Action	Sever Moratorium	M.I.	M.I.	Limited Opportunities Resulting From Urban Renewal Program	Good	Improved Police Protection
Fairmont Heights	New	6	Declining	1,972	I	Low	Low	Development Constraints	Upgrading thru Public Action	Sever Moratorium	M.I.	M.I.	Limited Opportunities Resulting From Urban Renewal Program	Fair	Libraries, Parks, Police Protection, Health Facilities
Forest Heights	New	6	Stable	3,600	I	Low	Low	Development Constraints	Development Constraints	Sever Moratorium	Lack of Available Land	M.I.	M.I.	Fair	Health Facilities, Replacement Housing
Forestville	New	6	Growing	16,152	U	Low	Low	Development Constraints	Residential Development Constraints	Sever Moratorium	Tom In Flight Path of Andrews Air Force Base	M.I.	Industrial	Fair	Parks, Library, Health Facility, Poor Access
Glendarden Town	New	6	Growing	9,502	I	Low	Medium	Development Constraints	Upgrading thru Public Action	Sever Moratorium	M.I.	M.I.	Urban Renewal Program	Fair	Parks, Health Facility, Library, Improved Police Protection
Good Luck	New	6	Growing	10,584	U	Low	Low	Development Constraints	Development Constraints	Sever Moratorium	No Vacant Land	M.I.	M.I.	Good	Parks, Health Facility
Greenbelt City	Old	6	Growing	18,199	I	Low	Low	Development Constraints	Good Access and Location and Available Land	Sever Moratorium	M.I.	M.I.	Single-Family and Multi-Family Housing	Good	M.I.
Millcrest Heights	New	6	Growing	29,039	I	Low	Low	Development Constraints	Development Constraints	Sever Moratorium	No Vacant Land	M.I.	M.I.	Poor	Improved Fire Protection, Health Facility, Parks

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES

THE URBAN ASSIMILATION REGION (Cont'd)

STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities Short Term	Development Opportunities Long Term	Rating	Inhabitation Quality			
						G & D Potential		Reason for Potential		Short Term	Long Term				Short Term	Long Term	Public Needs And Deficiencies	Development Needs
						Short Term	Long Term	Short Term	Long Term									
Prince George's County (Cont'd)																		
Hyattsville City	Old	6	Stable	14,998	I	Low	High	Land Development Constraint	Increased Access	Sewer Moratorium	N.I.	N.I.	Higher Density Commercial & Residential Assoc. With Metro Stop	Good	Improved Police Protection	N.I.		
Zentland	New	6	Growing	9,648	U	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Fair	Parks, Health Facility, Library, Improved Police Protection	Commercial Rehabilitation		
Lendover	New	6	Growing	5,597	U	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Good	Parks, Improved Police Protection	Residential, Rehabilitation		
Lendover Hills Town	New	6	Growing	2,691	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Good	Parks, Improved Police Protection	Residential, Rehabilitation		
Lengley Park	New	6	Stable	11,564	U	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Fair	Improved Police Protection, Library	Residential, Rehabilitation		
Lenham Seabrook	New	6	Growing	13,244	U	Low	Medium	Land Development Constraint	Good Access & Available Land Area	Sewer Moratorium	N.I.	N.I.	Low Density Residential	Fair	Improved Fire Protection, Health Facility	N.I.		
Laurel Town	New	6	Growing	10,525	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Fair	Health Facility	Residential Rehabilitation		
Morningside	New	6	Stable	1,715	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	Industrial Adjacent To Town	Fair	Improved Police Protection	N.I.		
Mt. Rainier	Old	6	Declining	8,180	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Fair	Improved Police Protection	Residential Rehabilitation		
New Carrollton City	New	6	Growing	13,395	I	Medium	High	Land Development Constraint	Increased Access	Sewer Moratorium	N.I.	Multi-Family Housing	High Density Residential & Commercial Mixed-Use With Metro Station	Good	Parks, Health Facility	N.I.		
North Brentwood	Old	6	Declining	785	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Fair	Improved Police Protection	Residential Rehabilitation		
Oxon Hill	New	6	Growing	11,978	U	Low	Medium	Land Development Constraint	Access & Available Land	Sewer Moratorium	N.I.	N.I.	Low Density Housing	Fair	Health Facility	N.I.		
Palmer Park	New	6	Growing	8,172	U	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Fair	Parks, Health Facility, Library, Improved Police Protection	Residential Rehabilitation		
Riverdale Heights-East Pines	New	6		8,941	U	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	N.I.	Good	Parks	N.I.		
Riverdale Town	Old	6	Growing	5,724	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	No Vacant Land	N.I.	Low Density Housing (Infill)	Good	Parks	N.I.		

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES
SOUTHEAST WASHINGTON REGION (Cont'd)
STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints				Development Opportunities				Inhabitation Quality	
						G & D Potential		Reason for Potential		Short Term		Long Term		Short Term		Long Term		Rating	Public Needs And Deficiencies
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term				
Prince George's County (Cont'd)																			
Seat Pleasant Town	New	6	Growing	7,217	I	Low	Medium	Land Development Constraint	Increased Access	Sewer Moratorium	N.I.	N.I.	Low Density Housing	Fair	Health Facility Parks	N.I.			
South Laurel	New	5	Growing	13,345	U	Low	Medium	Land Development Constraint	Available Land	Sewer Moratorium	N.I.	N.I.	Low Density Housing	Fair	N.I.	N.I.			
Southland-Silver Hill	New	6	Growing	30,355	U	Low	High	Land Development Constraint	Increased Access	Sewer Moratorium	N.I.	N.I.	High Density Residential & Commercial, Mixed-Used With Metro Station	Fair	Library, Improved Police Protection	N.I.			
University Park Town	Old	6	Declining	2,926	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	N.I.	N.I.	Land Availability	Good	N.I.	N.I.			
Upper Marlboro	New	5(2)	Stable	646	I	Low	Low	Land Development Constraint	Land Development Constraint	Sewer Moratorium	Sewer Service Will Not Be Extended to This Area for At Least 10 Years	N.I.	N.I.	Fair	N.I.	N.I.			
Walters Mill	New	6	Growing	6,322	U	Low	High	Land Development Constraint	Good Transportation Access	Sewer Moratorium	N.I.	N.I.	Higher Density Residential Commercial	Good	N.I.	N.I.			
West Laurel	New	5	Growing	4,478	U	Low	High	Land Development Constraint	Good Transportation Access & Available Land Area	Sewer Moratorium	N.I.	N.I.	Higher Density Residential Commercial	Fair	Improved Fire Protection	N.I.			

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES
SOUTHERN REGION
STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Inhabitation Quality		
						G & P Potentials		Reason for Potential		Short Term	Long Term	Short Term	Long Term	Rating	Public Needs and Deficiencies	Development Needs
						Short Term	Long Term	Short Term	Long Term							
St. Mary's County Leonardtown	Old	2	Growing	1,406	I	Low	Low	Poor Regional Access and Location	Poor Regional Access and Location	Sewer Near Capacity	N.I.	N.I.	Fair	Need Grant to Expand Sewer System	N.I.	
	New	1(2)	Growing	9,186	U	Medium	Medium	Proximity to Patuxent Naval Air Station	Available Land and Sewer Capacity	N.I.	Growth is Dependent on the Air Station	Political Attitudes	Fair	N.I.	N.I.	
Calvert County Chesapeake Beach	Old	3(2)	Growing	934	I	Low	Low	Poor Regional Access and Location	Poor Regional Access and Location	Water System at Capacity	N.I.	Recreational Facilities, Residential	Fair	New or Expanded Water System	N.I.	
North Beach	Old	3(2)	Growing	761	I	Low	Low	Poor Regional Access and Location	Poor Regional Access and Location	Old Sewer and Water System	N.I.	Positive Political Attitudes, Recreational Facilities	Fair	Upgraded or New Sewer and Water System	Redevelopment of Core	
Charles County Indian Head Plant	New	3(m)	Growing	1,449	U	Medium	Medium	Good Metro-politan Access and Land Area	Good Metro-politan Access and Land Area	Water & Sewer Near Capacity	N.I.	N.I.	Good	Water & Sewer Expansion	N.I.	
La Plata	New	2(5)	Growing	1,561	I	Medium	Medium	Good Access, Sewer Capacity in Metropolitan Area where Most Sewer is at Capacity	Good Access, Sewer Capacity in Metropolitan Area where Most Sewer is at Capacity	Unreliable Water Supply	Competition From St. Charles City	N.I.	Good	N.I.	N.I.	
Potomac Heights	New	3(5)	Growing	1,993	U	Medium	Medium	Good Access, Sewer Capacity in Metropolitan Area where Most Sewer is at Capacity	Good Access, Sewer Capacity in Metropolitan Area where Most Sewer is at Capacity	N.I.	N.I.	Multi-Family Housing	Good	N.I.	N.I.	
Waldorf	New	3(5)	Growing	7,268	U	Medium	Medium	Good Access, Sewer Capacity in Metropolitan Area where Most Sewer is at Capacity	Good Access, Sewer Capacity in Metropolitan Area where Most Sewer is at Capacity	N.I.	N.I.	Multi-Family Housing	Good	N.I.	N.I.	

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
LOWER EASTERN SUBURB REGION
STATE OF MARYLAND

County/Place	Growth and Development Characteristics						Government Incorporated Status	Development Constraints				Development Opportunities		Inhabitation Quality		
	G & D Potential		Reason for Potential		Short Term	Long Term		Short Term	Long Term	Short Term	Long Term	Rating	Public Needs And Deficiencies	Private Development Needs		
	Short Term	Long Term	Short Term	Long Term												
Wicomico County																
Delmar	Old	4	Declining	1,191	I	Low	Low	Small Economic Base	Small Economic Base	N.I.	No Vacant Land	N.I.	N.I.	Fair	N.I.	N.I.
Hebron	Old	2	Declining	705	I	Low	Low	Small Economic Base	Small Economic Base	No Sewer	N.I.	N.I.	N.I.	Fair	Sewer System (have applied)	N.I.
Mardella Springs	Old	2	Declining	356	I	Low	Low	Small Economic Base	Small Economic Base	No Water or Sewer	N.I.	N.I.	N.I.	Fair	Water and Sewer System	N.I.
Pittesville	Old	2	Stable	477	I	Low	Low	Small Agricultural Economic Base	Small Agricultural Economic Base	No Water or Sewer	N.I.	N.I.	N.I.	Fair	Water and Sewer System (preparing application)	N.I.
Salisbury	Old	1	Declining	13,252	I	Medium	Medium	Good Regional Access and Diversified Economic Base	Good Regional Access and Diversified Economic Base	Sewer and Water Near Capacity	Limited Vacant Land in Corporate Limits	Multi-Family Housing, Water-front Renewal	N.I.	Good	Expansion of Water and Sewer System	N.I.
Shertown	Old	2	Growing	660	I	Low	Low	Poor Regional Location and Access	Poor Regional Location and Access	N.I.	N.I.	Limited Single Family Development Housing	N.I.	Fair	N.I.	N.I.
Willards	Old	2	Declining	464	I	Low	Low	Small Agricultural Economic Base	Small Agricultural Economic Base	No Water or Sewer	N.I.	N.I.	N.I.	Fair	Sewer System (have applied)	N.I.
Dorchester County																
Brookview	New	2	Growing	95	I	Medium	Medium	Poor Regional Location and Access	Poor Regional Location and Access	No Central Sewer System	N.I.	N.I.	N.I.	Poor	Better Roads, Sewer System	N.I.
Cambridge City	Old	1	Stable	11,595	I	Low	Low	Good Access and Established Economic Base	Good Access and Established Economic Base	Sewer Line Capacity Limited in Older Section	Poor Soil Buildability	Multi-Family Housing	N.I.	Fair	Replacement of Old Sewer and Storm Systems; Public Transit	Core Redevelopment
Church Creek	Old	2	Declining	130	I	Low	Low	Poor Regional Location and Access	Poor Regional Location and Access	No Sewer or Water System; Inactive Gov't	Location at Edge of Wetland	N.I.	N.I.	Fair	Sewer and Water System	N.I.
East New Market	Old	4	Growing	251	I	Low	Low	Poor Regional Location and Access	Poor Regional Location and Access	Sewer at Capacity	N.I.	Limited Sub-division Activity	N.I.	Fair	Expanded Sewer System	N.I.
Eldorado	Old	2	Growing	99	I	Low	Low	Poor Regional Location and Access	Poor Regional Location and Access	No Central Sewer System	N.I.	N.I.	N.I.	Poor	Sewer System	N.I.
Galestown	Old	2	Declining	123	I	Low	Low	Poor Regional Location and Access	Poor Regional Location and Access	No Central Sewer System	N.I.	N.I.	N.I.	Poor	Better Roads, Sewer System	N.I.
Murlock	Old	3	Stable	1,056	I	Low	Low	Small Economic Base of Agriculture Products	Small Economic Base of Agriculture Products	N.I.	N.I.	Positive Political Attitudes; Limited Single-Family Housing	N.I.	Good	Health Clinic	N.I.
Secretary	Old	4	Stable	352	I	Low	Low	Poor Regional Location and Access	Poor Regional Location and Access	Sewer at Capacity	N.I.	Limited Sub-division Activity	N.I.	Good	Expanded Sewer System	N.I.
Vienna	Old	3	Declining	358	I	Low	Low	Small Economic Base; Severe Drought	Small Economic Base; Severe Drought	Water and Sewer at Capacity; Road SO Con-pition	No Vacant Land	N.I.	N.I.	Poor	Expanded Water and Sewer System; Planning of bridge over River	N.I.

PROGRAMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES

LOWER EASTERN SHIRE REGION

STATE OF MYSOLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints				Inhabitation Quality		
						G & D Potential		Reason for Potential		Development Constraints		Rating	Public Needs and Deficiencies	Private Development Needs		
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term					
Worcester County																
Berlin	Old	3	Declining	1,942	I	Low	Low	Tourist and Recreation Market	Tourist and Recreation Market	Town Hopes to Control Amount of Development	N.I.	Retail Facilities	M.I.	Good	M.I.	Historic Restoration of Downtown
Dream City	Old	3	Growing	1,493	I	Medium	Medium	Tourist and Recreation Market	Tourist and Recreation Market	Localized Sewer Problems	Lack of Desirable Land	M.I.	Recreation Oriented Development	Good	M.I.	M.I.
Pocomoke City Town	Old	2	Growing	3,573	I	Low	Low	Service Center for Southern Half of County and Northern Part of Virginia	Location	M.I.	N.I.	Multi-Family Housing	M.I.	Fair	M.I.	Rehabilitation of Older Neighborhoods
Snow Hill																
	Old	2(3)	Growing	2,201	I	Low	Low	Development Constraint and Closing Two Large Industries	Development Constraint	Sewer at Capacity	No Vacant Land Within City Limits	M.I.	M.I.	Fair	Expanded Sewer System	M.I.
Somerset County																
Crisfield City	Old	3	Declining	3,078	I	Low	Low	Poor Access and Location Compared to Other Places in Region	Poor Access and Location Compared to Other Places in Region	M.I.	Flood Plain	M.I.	M.I.	Fair	Public Transportation	Replacement Housing
Princess Anne	Old	2	Declining	975	I	Low	Low	Poor Access and Location Compared to Other Places in Region	Poor Access and Location Compared to Other Places in Region	M.I.	No Vacant Land	M.I.	M.I.	Fair	M.I.	Replacement Housing

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
UPPER EASTERN SHORE REGION

STATE OF MARYLAND

County/Place	System Classification				Government Incorporated Status	Growth and Development Characteristics				Reason for Potential				Development Constraints		Development Opportunities		Inhabitation Quality	
	Age	Economic Function	Growth Rate	Size (Population)		Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Public Needs and Deficiencies	Private Development	
Cecil																			
Bainbridge Center	New	3(N)	Stable	5,257		U	Low	Low	Closing of Single Source Economic Base, a Military Base	--	N.I.	N.I.	Residential and Retail Lt. and possible state assistance with construction through special Power Plant	Positive political attitudes and possible state assistance	Fair	N.I.	A.I.		
North East	New	2	Growing	1,818		1	Medium	Medium	Proximity to Out-of-State Employment Centers	Proximity to Out-of-State Employment Centers	Limited Water and Sewer Capacity	N.I.	Extraction industry and retail shopping center	Residential	Poor	Water and sewer, fiscal base	Convenience retail and replacement housing		
Perryville	New	3	Growing	2,091		1	Low	Medium	Land Development Constraints	Dominated by a Single Source Economic Base, a Rail-Road Yard	Landlocked by rail yards and steep slope	N.I.	Water and sewer system new and has available capacity	Lt. Industrial	Fair	Inadequate medical facilities	Convenience retail and replacement housing		
Rising Sun	New	2	Growing	956		1	Medium	Medium	Strong Local Agricultural Distribution and Service Center	Proximity and Good Access to Out-of-State Employment Centers	N.I.	Lack of sufficient ground water or adequate water distribution system	Retail	Middle income priced housing	Good	Water Supply Source	N.I.		
Cecilton	Old	2	Stable	721		1	Low	Low	Poor Access and Location Compared to Other Places in Region	Poor Access and Location Compared to Other Places in Region	Surrounded by large agricultural tracts	N.I.	Retail	N.I.	Poor	Upgrade Existing Physical Quality	Replacement housing and convenience retail		
Charlestown	New	2	Stable	721		1	High	High	Proximity and Good Access to Out-of-State Employment Centers	Proximity and Good Access to Out-of-State Employment Centers	Existing Land Patterns of Small Lots and no Sewer System	No Vacant Land	Recreation and Boating Development	N.I.	Fair	Sewer and lighting system	Replacement housing and renovation of historic residences		
Port Deposit	Old	3	Stable	906		1	Low	Low	Land Development Constraints	Poor Access and Location. Town dominated by a Single Industry of Steel Mill	Only area available for development is in flood plain	Town Physically Dominated by Steel Plant & Railroad with Poor Environmental Quality	N.I.	N.I.	Poor	Upgrade entire physical quality	Replacement housing		
Elkton	Old	3(B)	Declining	8,362		1	High	High	Proximity and Good Access to Out-of-State Employment Centers	Proximity and Good Access to Out-of-State Employment Centers	No sewer Capacity and Price of Land is High	Limited Ground Water Available	1,400 ac. of new land area entered	Residential Retail and Light industry	Fair	New Water Supply Source	Redevelopment of core retail and residential area		
Chesapeake City	Old	2	Declining	1,031			Low	Medium	Proximity to a Regional Center	Proximity to a Regional Center	No Capacity Water and Sewer System	N.I.	N.I.	N.I.	Good	New bridge to connect both parts of town	N.I.		

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES

UPPER EASTERN STATE REGION
STATE OF MONTANA

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics			Development Constraints			Development Opportunities			Inhabitation Quality				
						Growth Potential		Location for Potential	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Public Deficiencies	Private Development Needs
						Short Term	Long Term												
Caroline Federalburg	Old	2(4)	Declining	1971	I	Low	Medium	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Proximity to out-of-state employment center and good residential environment	N.I.	N.I.	Positive community/political attitudes	N.I.	N.I.	N.I.			
Marydel	Old	2	Growing	176	I	Low	Low	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Land not suitable to support development	Land not suitable to support development	N.I.	N.I.	N.I.	Poor	Basic public services	N.I.		
Preston	Old	2	Growing	507	I	Low	Low	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	No water supply and sewer capacity	N.I.	N.I.	N.I.	N.I.	Fair	N.I.	N.I.		
Goldsboro	Old	2	Growing	231	I	Low	Low	Poor location and access compared to other places plus decline of single industry and distribution by rail	Poor location and access compared to other places plus decline of single industry and distribution by rail	Lacks water and sewer system	Dependent on railroad	N.I.	N.I.	N.I.	Poor	Basic public services	N.I.		
Greensboro	Old	2	Stable	1,173	I	Low	Low	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Can't compete regularly due to access and location	N.I.	N.I.	Expansion of existing light industry and sewer	N.I.	Fair	N.I.	Replacement housing		
Henderson	Old	2	Stable	135		Low	Low	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Land requires water and sewer	N.I.	N.I.	N.I.	N.I.	Poor	Basic public services	Convenience retail		
Denton	Old	2	Declining	1,561	I														
Ridgeby	Old	2	Declining	822	I	Low	Low	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Water and sewer outdated and overloaded	N.I.	N.I.	N.I.	Poor	Basic public services	Replacement of blighted housing			

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES

UPPER EASTERN N.H. REGION

STATE OF MAINE AND

County/Place Name	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Inhabitation Quality	
						G & D Potential				Short Term	Long Term	Short Term	Long Term	Rating	Public Needs And Deficiencies
						Short Term	Long Term	Short Term	Long Term						
County Gallena	Old	2	Growing	361	I	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	M.I.	M.I.	M.I.	Good	Good	Inadequate fiscal base to undertake improvements or new services
Millington	Old	2	Growing	474	I	Land develop- ment constraint	Land develop- ment constraint	Land develop- ment constraint	Land develop- ment constraint	No additional water and sewer system capacity	Land not suit- able to support development and expansion areas not suitable due to state land preserve	M.I.	Good	M.I.	M.I.
Rockhall	Old	2	Growing	1,125	I	Poor regional ac- cess and location, and single indus- try town of fish- ing and boat build- ing.	Poor regional ac- cess and location, and single indus- try town of fish- ing and boat build- ing.	Poor regional ac- cess and location, and single indus- try town of fish- ing and boat build- ing.	Poor regional ac- cess and location, and single indus- try town of fish- ing and boat build- ing.	Land not suit- able to support development	Land not suit- able to support development	M.I.	Fair	Health services	M.I.
Betterton	Old	2	Stable	327	I	Poor regional ac- cess and location, and single indus- try town of boat building	Poor regional ac- cess and location, and single indus- try town of boat building	Poor regional ac- cess and location, and single indus- try town of boat building	Poor regional ac- cess and location, and single indus- try town of boat building	M.I.	M.I.	M.I.	Poor	Upgrade entire physical quality	Upgrade and/or replace blighted housing stock
Chester town	Old	1	Stable	3,076	I	Good access and location, strong econ. base of agri- cultural pro- cessing and distribution, and strong ad- diversifying econ. base	Good access and location, strong econ. base of agri- cultural pro- cessing and distribution, and strong ad- diversifying econ. base	Good access and location, strong econ. base of agri- cultural pro- cessing and distribution, and strong ad- diversifying econ. base	Good access and location, strong econ. base of agri- cultural pro- cessing and distribution, and strong ad- diversifying econ. base	Political inertia	M.I.	Residential re- tail and light industry	Poor	Upgrade entire physical quality	Upgrade and/or replace blighted housing stock
Queen Anne's Barclay	Old	2	Growing	187	I	Poor access and location com- pared to other places in the region	Poor access and location com- pared to other places in the region	Poor access and location com- pared to other places in the region	Poor access and location com- pared to other places in the region	Land not suit- able to support development	Land not suit- able to support development	M.I.	Poor	Basic public services	M.I.
Queentown	Old	2	Growing	387	I	Proximity to a regional center and water and sewer available	Proximity to a regional center and water and sewer available	Proximity to a regional center and water and sewer available	Proximity to a regional center and water and sewer available	Land ownership patterns box town in	M.I.	New water and sewer system and undeveloped waterfront	Good	M.I.	M.I.
Centerville	Old	2	Stable	1,853	I	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	Poor access and location compared to other places in the region	M.I.	M.I.	M.I.	Good	Health services	M.I.

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
UPPER EASTERN SHORE REGION
STATE OF MARYLAND

Region/County/Place	Growth and Development Characteristics					Government Incorporated Status	G.I.D. Potential		Reason for Potential		Development Constraints		Development Opportunities		Rating	Inhabitation Quality		
	System Classification		Age	Economic Function	Growth Rate		Size (Population)	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term		Long Term	Public Needs and Deficiencies	Private Development
	Economic Function	Growth Rate																
Queen Anne's (cont'd)																		
Queen Anne	Old	2	Stable	I	Low	Medium	Small Local Econ Base of Recreation Agricultural and Tourist Processing & Area Distribution	Proximity to No water and sewer system	N.I.	Designation and creation of Talkahoe State Park	N.I.	Good	Basic public services	N.I.				
Tempsville	Old	2	Stable	I	Low	Low	Land Development Constraint	Land not suitable to support development	Land not suitable to support development	N.I.	N.I.	Poor	Basic public services	N.I.				
Church Hill	Old	2	Declining	I	Low	Low	Poor Access & Poor Access & Location Compared to other Places in the Region	N.I.	N.I.	N.I.	N.I.	Fair	Water and sewer system	N.I.				
Sudlersville	Old	2	Growing	I	Low	Low	Poor Access & Location and Small Econ Base of Local Agricultural Processing & Distribution	Ground Water Contaminated	N.I.	N.I.	N.I.	Good	Water Distribution System	N.I.				
Grausonville	New	2	Growing	U	Low	Low	Poor Access & Location and Decline of Single Industry of Boat Building	Land not suitable for development Due to High Water Table	Land not suitable for development Due to High Water Table	N.I.	N.I.	Good	Water and Sewer System	N.I.				
Talbot																		
Easton, Town	Old	1	Growing	I	High	High	Diversified Economic Base	Diversified Economic Base	Higher Land Prices Than Surrounding Communities	N.I.	Positive Political Attitudes	Good	Fiscal Resources to Finance New Public Service	N.I.				
Trappe	Old	3	Growing	I	Low	Low	Poor Regional Access & Location Compared to Other Places in the Region	N.I.	N.I.	N.I.	N.I.	Fair	Upgraded Sewer System	N.I.				
St. Michaels	Old	2	Stable	I	Medium	Medium	Good Environment and Locational Qualities	Good Environment and Locational Qualities	Inadequate Sewer System Capacity	Limited Land Available and Slow Growth Political Attitudes	Restoration of Existing Housing	Good	Increase Sewer and Water Capacity	N.I.				
2rford	Old	2		I	Medium	Low	Single Industry of a Town of a Rail Yard Center	Single Industry of a Town of a Rail Yard Center	Limited Sewer System Capacity	Limited vacant land and slow growth Political Attitudes	N.I.	N.I.						

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
METROPOLITAN BALTIMORE REGION
STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics		Development Constraints		Development Characteristics		Inhabitation Quality	
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Public Needs and Deficiencies
Baltimore County													
Arbutus	New	6	Stable	22,745	U	Medium	Low	Available Land and Sewer Capacity	Poor Access to Other Locations in Metro Area	No Growth Political Attitudes	N.I.	Good	Storm Water Sewers
Catonsville	Old	6	Growing	51,012	U	High	High	Proximity to Social Security Complex	Proximity to Social Security Complex			N.I.	
Dundalk	Old	6	Stable	85,377	U	Low	Low	Land Development Constraints	Land Development Constraints	No Land Available	No Land Available	Good	Storm Water Sewers
Edgemere	Old	6	Declining	19,352	U	Medium	Low	Good Access within Metro Area, Available Land	Land Development Constraints	Water and Sewer at Capacity	Strong Industrial Identity and Unsuitable Environment for Residential	Fair	Local Road Improvements; Health Services and Expanded Water Capacity
Essex	Old	6	Growing	30,192	U	Medium	Medium	Good Access within Metro Area	Good Access within Metro Area	N.I.	Lower Environmental Quality	Good	Reduced Impact from Surrounding Industrial Base
Landmore Baltimore Highlands	New	6	Growing	16,970	U	Low	Low	Poor Metro Access and Location	Land Development Constraint	Limited Land Area for Development	Limited Development	Good	Increased Police Protection
Lutherville-Timonium	New	6	Growing	24,055	U	Low	Low	Land Development Constraint	Land Development Constraint	No Land Available	No Land Available	Good	Improved Traffic Circulation
Middle River	New	6	Growing	19,935	U	Low	Low	Land Development Constraint	Land Development Constraint	No Land Available	No Land Available	Good	Increased Police Protection
Overlea	Old	6	Growing	13,086	U	Medium	Medium	Good Access within Metro Area and Available Land	Good Metro Access and Available Land Area	N.I.	N.I.	Good	Improved Traffic Circulation
Owings Mills	New	5	Growing	7,360	U	High	High	Good Access within Metro Area and Location	Good Access within Metro Area and Location	Sewer Moratorium	N.I.	Good	Increased Sewer Capacity and Improved Traffic Circulation
Parkville	Old	6	Growing	33,897	U	Medium	Low	Good Access within Metro Area and Location	Land Development Constraint	Unsuitable Topography in Areas Where Vacant Land	No Vacant Land	Good	Increased Water and Sewer Capacity and Police Protection
Perry Hall	New	6	Growing	5,446	U	High	Medium	Good Access within Metro Area and Available Land	Good Access within Metro Area and Available Land	N.I.	N.I.	Good	Improved Traffic Circulation

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES
METROPOLITAN BALTIMORE REGION (CONT'D)
STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Inhabitation Quality				
						G & D Potential		Reason for Potential		Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Deficiencies	Development Needs
						Short Term	Long Term	Short Term	Long Term									
Pikesville	New	6	Growing	25,395	U	Low	Low	Land Development Constraint	Land Development Constraint	Sewer System at Capacity & Limited Land Area	No Land Available	Upgraded & High Density Housing	N.I.	Fair	Increased Sewer Capacity & Improved Traffic Circulation	N.I.		
Randalls Town	New	6	Growing	33,683	U	High	High	Good Access Within Metro Area & Available Land	Good Access Within Metro Area & Available Land	Limited Sewer Capacity	N.I.	Multi-Family Housing & Retail	N.I.	Good	N.I.	N.I.		
Reisterstown	New	5	Growing	14,037	U	High	High	Good Access Within Metro Area & Available Land	Desirable Residential Environment	Congested Transportation Routes & Sewer at Capacity	N.I.	Residential & Retail	N.I.	Fair	Expanded Schools, Increased Sewer Capacity & Improved Traffic Circulation	N.I.		
Rosedale	New	6		19,417	U	Low	Low	Congested Access Routes	Land Development Constraint	Only Small Land Area Available For Development	Only Small Land Area Available For Development	Multi-Family Housing	N.I.	Good	Increased Circulation Capacity	N.I.		
Towson	Old	8		77,809	U	High	Medium	Good Access Within Metro Area & Diversified Economic Base	Good Access Within Metro Area & Diversified Economic Base	Slow Growth Community Political Attitudes	N.I.	Higher Density Residential & Retail	N.I.	Good	Recreation & Open Space, Improved Traffic Circulation Pattern	Low & Moderate Housing & Convenience Retail		
Woodlawn-Woodmore	Old	6	Stable	28,811	U	High	High	Proximity To Social Security Complex	Continued Expansion Of Social Security Complex	N.I.	N.I.	Residential & Retail	N.I.	Good	Improved Local & Regional Circulation Patterns	N.I.		

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES (Cont'd)

BALTIMORE REGION

STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics		Development Constraints		Development Opportunities		Job/Habitat Quality	
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Public Needs And Deficiencies
Harford Aberdeen	New	3(M)	Growing	19,778	U/I	Proximity to Military Installation	Proximity to Military Installation	M.I.	M.I.	Residential	Residential & Lt. Industrial	Fair	Improved Local Circulation
	New	2	Growing	12,438	U/I	Good Access & Location To Baltimore Metro Area & Available Land Area	Good Access & Location To Baltimore Metro Area & Available Land Area	Soils Will Not Support Septic Tanks	Limited Water & Sewer Capacity	Residential	Residential & Lt. Industrial	Fair	Improve Traffic Circulation & Water & Sewer Systems
	New	3	Growing	9,551	U	Proximity to Military Installation	Proximity to Military Installation	M.I.	M.I.	Residential	Residential	Fair	Basic Public Services
Havre De Grace	Old	2	Growing	9,791	I	Land Development Constraint	Land Development Constraint	Limited Vacant Land and Mixed Land Use Patterns	Limited Vacant Land and Mixed Land Use Patterns	M.I.	N.I.	Good	Improved Traffic Circulation
Joppatown	New	5	Low	9,092	U	Land Development Constraint	Land Development Constraint	Inadequate Water & Sewer Capacity	Inadequate Water & Sewer Capacity	M.I.	M.I.	Fair	Basic Public Services
Pleasant Hills	New	4(S)	Low	1,754	U	Poor Access and Location compared to other places in the region	Poor Access and Location compared to other places in the region	No Water and Sewer System	No Water and Sewer System	M.I.	M.I.	Fair	M.I.
Anne Arundel Annapolis	Old	1	Growing	29,592	I	Diversified Econ. Base	Diversified Econ. Base	Limited Vacant Land and no Water Capacity	Limited Vacant Land and no Water Capacity	M.I.	M.I.	Good	M.I. Replacement Housing
Brooklyn	New	6	Declining	13,896	U	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	Multi-Family Housing	M.I.	N.I.	Public Services Divided Between 2 Jurisdictions
Crofton	New	5	Growing	4,278	U	Good Access & Location To Baltimore Metro Area	Good Access & Location To Baltimore Metro Area	M.I.	M.I.	Residential	Residential	Good	M.I.
Ft. Meade	New	3(M)	Growing	10,699	U	Proximity To Military Base	Proximity To Military Base	M.I.	M.I.	M.I.	M.I.	Good	M.I.
Glen Burnie	Old	6	Growing	38,608	U	Good Access & Location To Baltimore Metro Area	Good Access & Location To Baltimore Metro Area	M.I.	M.I.	Higher Density Commercial	M.I.	Good	M.I.
Linthicum	New	6	Stable	9,830	U	Location Compared To Other Places In the Region	Location Compared To Other Places In the Region	M.I.	M.I.	M.I.	M.I.	Good	M.I.

PAPRI (M), OPPORTUNITIES, AND ISSUES IN URBAN PLACES
BALTIMORE REGION (Cont'd)
STATE OF MARYLAND

County/Place Area (miles ²) (Cont'd)	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Rehabilitation Quality	
						Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Development Needs
Anne Arundel (Cont'd)															
Londontowne	New	6	Stable	3,864	U	Low	Low	Poor Access & Location Compared to Other Places in the Region	Poor Access & Location Compared to Other Places in the Region	N.I.	N.I.	N.I.	N.I.	Fair	N.I.
Maryland City	New	5	Growing	7,102	U	Low	Low	Development Constraint	Development Constraint	No Water & Sewer Capacity	No Water & Sewer Capacity	N.I.	N.I.	Good	N.I.
Odenton	New	5	Growing	5,989	U	Medium	Medium	Proximity to a Military Base	Proximity to a Military Base	N.I.	N.I.	Positive Political Attitudes	Positive Political Attitudes	Fair	N.I.
Pumphrey	New	6	Growing	6,370	U	Medium	Medium	Good Access & Location to a Metro Area	Good Access & Location to a Metro Area	N.I.	N.I.	Some Vacant Land Incapable of Supporting Development	N.I.	Fair	Replacement Housing
Riviera Beach	New	6	Growing	7,464	U	Low	Low	Poor Access & Location Compared to Other Places in the Region	Poor Access & Location Compared to Other Places in the Region	N.I.	N.I.	N.I.	N.I.	Fair	N.I.
Severna Park	New	6	Growing	16,358	U	Medium	Medium	Good Access & Location to Baltimore and Annapolis Plus Available Land & Sewer Capacity	Good Access & Location to Baltimore and Annapolis Plus Available Land & Sewer Capacity	N.I.	N.I.	Residential	Residential	Good	N.I.
South Gate	New	6	Growing	9,356	U	Medium	Medium	Development Constraint	Development Constraint	Limited Vacant Land & no Water & Sewer Capacity	Limited Vacant Land & no Water & Sewer Capacity	N.I.	N.I.	Good	N.I.
Highland Beach	New	5	Growing	20	U	Low	Low	Poor Access & Location Compared to Other Places in the Region	Poor Access & Location Compared to Other Places in the Region	N.I.	N.I.	N.I.	N.I.	Fair	N.I.
Deale	Old	2	Stable	1,059	U	Low	Low	Poor Access & Location Compared to Other Places in the Region	Poor Access & Location Compared to Other Places in the Region	N.I.	N.I.	N.I.	N.I.	Fair	N.I.
Selby	New	5	Growing	2,450	U	Low	Low	Poor Access & Location Compared to Other Places in the Region	Poor Access & Location Compared to Other Places in the Region	N.I.	N.I.	N.I.	N.I.	Good	N.I.
Moyle	New	5	Stable	2,154	U	Low	Low	Poor Access & Location Compared to Other Places in the Region	Poor Access & Location Compared to Other Places in the Region	N.I.	N.I.	N.I.	N.I.	Fair	N.I.

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES
BALTIMORE REGION (Cont'd)
STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Inhabitation Quality	
						Reason for Potential				Short Term	Long Term	Short Term	Long Term	Rating	Public Needs And Deficiencies
						Short Term	Long Term	Short Term	Long Term						
Carmel															
Westminster City	Old	1	Growing	7,207	1	Diversified Economic Base & Proximity to Baltimore Metro Area	Diversified Economic Base & Proximity to Baltimore Metro Area	M.I.	M.I.	M.I.	Residential & Commercial Associated with W. Md. College	Residential & Commercial	Fair	N.I.	N.I.
New Windsor	Old	2	Growing	788	1	Proximity to Regional Center	Proximity to Regional Center	M.I.	- Limited Water & Sewer Capacity	M.I.	Lt. Industrial	Lt. Industrial	Fair	Increased Water & Sewer Capacity	M.I.
Union Bridge	Old	2	Growing	904	1	Land Development Constraint	Land Development Constraint	Soil Conditions Not Suitable To Support Development	Soil Conditions Not Suitable To Support Development	M.I.	M.I.	M.I.	Fair	Increased Water & Sewer Capacity	M.I.
	Old	3	Growing	981	1	Good Regional Access & Transportation Linkages	Good Regional Access & Transportation Linkages	M.I.	M.I.	Residential	Residential & Lt. Industry	Residential & Lt. Industry	Fair	Improve Local Traffic Circulation & Recreation Facilities	M.I.
Spiesville	New	3	Growing	1,399	1	Good Access to Baltimore Metro Area & Available Sewer & Land	Good Access to Baltimore Metro Area & Available Sewer & Land	M.I.	M.I.	Residential & Retail	Residential & Retail	Residential & Retail	Fair	N.I.	M.I.
Plumbester	Old	2	Growing	1,466	1	Poor Regional Access & Location Compared to Other Places	Poor Regional Access & Location Compared to Other Places	M.I.	M.I.	M.I.	Residential	Residential	Good	Improved Water & Sewer System	M.I.
Taney Town	Old	3	Growing	1,466	1	Proximity To A Regional Center	Proximity To A Regional Center	No Water & Sewer Capacity	No Water & Sewer Capacity	M.I.	M.I.	Multi-Family Housing	Fair	N.I.	M.I.
Mount Airy	Old	2(S)	Growing	1,825	1	Poor Access & Location Compared to Other Places In The Region	Poor Access & Location Compared to Other Places In The Region	Uncoordinated Provision of Public Services Due To Multi-Jurisdictional Location	Uncoordinated Provision of Public Services Due To Multi-Jurisdictional Location	M.I.	M.I.	M.I.	Fair	N.I.	M.I.
Oakland	Old	2	Growing	1,256	U	Good Access & Location to Baltimore Metro Area	Good Access & Location to Baltimore Metro Area	M.I.	M.I.	Residential	Residential	Residential	Fair	N.I.	M.I.
Eldersburg	Old	3		1,739	U	Good Access & Location to Baltimore Metro Area	Good Access & Location to Baltimore Metro Area	M.I.	M.I.	Residential	Residential	Residential	Good	N.I.	M.I.
West Minister South	New	4		2,242	U	Land Development Constraint	Land Development Constraint	Soils cannot Support Septic Tanks	Prohibitive Cost of a Sewer System	M.I.	M.I.	M.I.	Good	N.I.	M.I.
Howard															
Columbia	New	1(S)	Growing	5,815	U	Diversified Economic Base	Diversified Economic Base	N.I.	N.I.	Residential & Lt. Industrial	Residential & Lt. Industrial	Residential & Lt. Industrial	Good	N.I.	M.I.
Ellicott City	New	2(S)	Growing	7,506	U	Good Access Within Baltimore Metro Area	Good Access Within Baltimore Metro Area	M.I.	M.I.	Residential & Commercial	Residential & Commercial	Residential & Commercial	Good	N.I.	M.I.
Savage	New	2(S)	Growing	2,116	U	Land Development Constraint	Land Development Constraint	No Vacant Land	No Vacant Land	M.I.	M.I.	M.I.	Fair	N.I.	M.I.
Alleeview	New	2(S)	Growing	2,318	U	Land Development Constraint	Land Development Constraint	Most Land Unsuitable for Development Due to Flood Plain	Most Land Unsuitable for Development Due to Flood Plain	M.I.	M.I.	M.I.	Good	N.I.	M.I.

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES

FREDERICK REGION

STATE OF MARYLAND

County/Place	System Classification			Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Rating	Inhabitation Quality		
	Age	Economic Function	Growth Rate		Size (Population)	G.A.D. Potential		Reason for Potential		Short Term	Long Term	Short Term		Long Term	Public Needs And Deficiencies	Private Development Needs
						Short Term	Long Term	Short Term	Long Term							
Frederick County	Old	3	Stable	3,566	I	Low	Low	Land Development Constraint	Land Development Constraint	No Water & Sewer Capacity	No Vacant Land	N.I.	N.I.	Poor	Water & Sewer Upgrading	Replacement Housing
Frederick City	Old	1 (S)	Growing	23,641	I	High	High	Diversified Econ. Base	Good State & Regional Access & Location	No Water & Sewer Capacity	N.I.	Residential & Commercial All Placed Within State Building	N.I.	Fair	Expanded Water and Sewer System	Redevelopment of blighted housing and stabilization
Thurmont	Old	3	Growing	2,359	I	Medium	Low	Tourism	Good Regional Location and Access	N.I.	N.I.	Positive Political Attitudes	N.I.	Good	Recreation Facility	Mix of housing types.
Emmitsburg	Old	3	Growing	1,532	I	Low	Medium	Land Development Constraint	Location	Slow Growth Political/Community Attitudes	No Water & Sewer System	N.I.	N.I.	Good	Water & Sewer & Other Sewer	N.I.
Middletown	Old	3	Growing	1,262	I	Medium	Medium	Location Proximity to Regional Center	Location Proximity to Regional Center	Limited Water & Sewer Availability	No Water & Sewer System Operating	Residential	N.I.	Fair	Water & Sewer	In Fill Housing
Meyersville	Old	2	Growing	450	I	Low	Low	Location Proximity to Regional Center	Location Proximity to Regional Center	Water & Sewer System Not Available	N.I.	N.I.	N.I.	Fair	Water & Sewer	N.I.
Woodboro	Old	2	Stable	439	I					Slow Growth Political/Community Attitudes	No Water & Sewer System	N.I.	N.I.	Good	Water & Sewer & Other Public Services	N.I.
New Market	Old	2	Declining	339	I	Low	Low	Development Constraint	Land Development Constraint	N.I.	N.I.	Residential	Residential	Fair	N.I.	N.I.
Burkettsville	Old	2	Growing	221	I	Low	Low	Proximity to Regional Center And Available Water & Sewer Capacity	Location Proximity to Fredrick	N.I.	N.I.	N.I.	N.I.	Fair	N.I.	N.I.
Walkersville	New	2	Growing	1,269	I	High	Medium									

PROBLEMS, OPPORTUNITIES, AND ISSUES IN URBAN PLACES
MIDWESTERN REGION
STATE OF MONTANA

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics			Development Constraints			Development Opportunities			Inhabitation Quality		
						C & D Potential		Reason for Potential	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Needs And Deficiencies	Development Needs
						Short Term	Long Term										
Garrett County																	
Accident	Old	2	Stable	237	1	Low	Low	Poor State & Regional Location & Access	N.I.	Conversion of Agricultural Land	Positive Political Attitude	N.I.	N.I.	Fair	N.I.	N.I.	
Deer Park	New	3	Declining	310	1	Low	Low	Poor State & Regional Location & Access	N.I.	N.I.	N.I.	N.I.	N.I.	Fair	N.I.	Housing Rehabilitation	
Friendsville	Old	2	Stable	566	1	Low	Low	Poor State & Regional Location & Access	N.I.	Conversion of Agricultural Land	N.I.	N.I.	N.I.	Fair	N.I.	N.I.	
Grantville	Old	2	Growing	517	1	Low	Low	Poor State & Regional Location & Access	N.I.	N.I.	N.I.	N.I.	N.I.	Fair	N.I.	N.I.	
Kittlingville	Old	2	Declining	403	1	Low	Low	Poor State & Regional Location & Access	Contaminated Water System, No Sewer System	Steep Topography	N.I.	N.I.	N.I.	Fair	Water & Sewer	N.I.	
Lock Lynn Heights	Old	4	Growing	901	1	Low	Low	Poor State & Regional Location & Access	N.I.	N.I.	Positive Political Attitude	N.I.	N.I.	Fair	N.I.	N.I.	
Mountain Lake	New	4	Growing	1,263	1	Low	Low	Poor State & Regional Location & Access	N.I.	N.I.	N.I.	N.I.	N.I.	Fair	N.I.	N.I.	
Oakland	Old	2	Declining	1,783	1	Low	Low	Center for Local Trade & Service	N.I.	N.I.	N.I.	N.I.	N.I.	Good	N.I.	N.I.	
Washington County																	
Boonstons	Old	3	Growing	1,410	1	Low	Medium	Proximity to Frederick & Hagerstown Regional Centers	N.I.	Poor Drainage	Positive Political Attitude	Suburban Housing	N.I.	Good	Water & Sewer Improvement	N.I.	
Clear Spring	Old	2	Stable	448	1	Low	Low	Poor Regional Location	Sewer (Under Construction)	Poor Drainage	N.I.	N.I.	N.I.	Good	N.I.	N.I.	
Fontainevald	New	4	Growing	2,029	0	Low	Medium	Proximity to Hagerstown	No Sewer System	N.I.	N.I.	SFD Housing	N.I.	Good	Tie-in to Hagerstown Sewer System	N.I.	
Pt. Riviera (H)	New	3	Growing	2,162	0	Low	Low	Dependent On Military Base	Limited Water & Sewer	Topography	N.I.	N.I.	N.I.	Fair	N.I.	N.I.	
Punktown	New	3	Growing	1,051	1	Low	Medium	Proximity to Hagerstown	Access to Sewer System	No Vacant Land (Rust Areas)	Suburban Housing	N.I.	N.I.	Good	Central Sewer System	N.I.	
Halfway	Old	4	Growing	8,105	0	Medium	Medium	Proximity to Hagerstown	N.I.	N.I.	Suburban Housing	N.I.	N.I.	Good	N.I.	N.I.	
Hagerstown	Old	1	Stable	35,962	1	Medium	Medium	Center for Regional Trade & Service	N.I.	N.I.	N.I.	N.I.	N.I.	Good	N.I.	Redevelopment of Downtown	
Mancos	Old	3	Declining	1,832	1	Low	Low	Poor State & Regional Location	Old Water & Sewer System	Topography	N.I.	N.I.	N.I.	Good	Redeveloped Water & Sewer System	N.I.	

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES

WESTERN REGION

STATE OF MONTANA

County/Place	System Classification			Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Habitat Quality		
	Age/Function	Economic Growth Rate	Size (Population)		G & D Potential		Reason for Potential	Development Constraints		Development Opportunities		Rating	Public Needs and Deficiencies	Private Development Need	
					Short Term	Long Term		Short Term	Long Term	Short Term	Long Term				
Altaville County															
Barton	Old	4	Stable	723	1	Low	Low	Poor Access and Location	Poor Access and Location	Contaminated Water Supply System at Capacity	Availability of Land	N.I.	Poor	Health Facilities, Better Road Network, Improved Water System	Redevelopment of Dilapidated Housing
Crested Butte	New	3	Stable	1,731	1	Low	Low	Proximity to Regional Center	Proximity to Regional Center	N.I.	N.I.	N.I.	Good	N.I.	N.I.
Cumberland	Old	1	Declining	29,736	3	Low	Low	High Unemployment; Declining Economic Base	Poor Location in Relation to Other Cities in the State	Limited Availability of Land -- Could Acquire thru Annexation	N.I.	N.I.	Fair	N.I.	Replacement Housing
Frontier	Old	4	--	7,227	1	Low	Low	Small Economic Base	Poor Location	Fiscal Problems, Water Capacity	Limited Availability of Land -- Could Acquire thru Annexation	N.I.	Fair	Sewer & Water Public Transportation	Redevelopment of Retail Core
Leavitt-Harrows Park	New	4	Stable	3,971	0	Low	Low	Proximity to Regional Center	Proximity to Regional Center	N.I.	Availability of Land	N.I.	Good	N.I.	N.I.
Lonsdale	Old	3	Declining	1,372	1	Low	Low	Poor Access and Location	Poor Access and Location	Inadequate Water Supply & Sewer System	Availability of Land	N.I.	Poor	Water & Sewer	Replacement Housing
Lulu	Old	3	Declining	426	1	Low	Low	Poor Access and Location	Poor Access and Location	N.I.	Availability of Land, Aging Population	N.I.	Poor	N.I.	N.I.
McDonald	New	3	Declining	665	1	Low	Low	Poor Access and Location	Poor Access and Location	Inadequate Water Supply & Sewer System	Availability of Land	N.I.	Poor	Water & Sewer	Replacement Housing
Mr. Savage	Old	3	Declining	1,415	1	Low	Low	Poor Location	Poor Location	Contaminated Water & Sewer	N.I.	N.I.	Poor	Water & Sewer	N.I.
Potomac Park	New	3	Growing	2,253	0	Low	Low	Proximity to Regional Center	Proximity to Regional Center	N.I.	N.I.	N.I.	Fair	Recreation Facilities	Housing
Westport	Old	3	Declining	3,106	1	Low	Low	Poor Access and Location	Poor Access and Location	Sewer at Capacity	Topographical Restrictions	N.I.	Fair	Health Facilities	Industrial Development

N.I. As defined by Census: If Starred N, indicates perceivable age of community

PROBLEMS, OPPORTUNITIES AND ISSUES IN URBAN PLACES
WESTERN REGION (Cont'd)
STATE OF MARYLAND

County/Place	Age	Economic Function	Growth Rate	Size (Population)	Government Incorporated Status	Growth and Development Characteristics				Development Constraints		Development Opportunities		Inhabitation Quality				
						G & D Potential		Reason for Potential		Short Term	Long Term	Short Term	Long Term	Short Term	Long Term	Rating	Public Need And Deficiencies	Development Needs
						Short Term	Long Term	Short Term	Long Term									
Washington County (Cont'd)																		
Keedysville	Old	2	Stable	431	I	Low	Low	Poor Regional Location & Access	Poor Regional Location & Access	No Sewer System	Land Availability	N.I.	Good	Sewer & Water Systems	N.I.			
Naugansville	Old	A		1,069	U	Low	Medium	Proximity To Regional Center	Proximity To Regional Center	No Sewer System	Poor Drainage	N.I.	Good	Sewer System	N.I.			
Sharpsburg	Old	2	Stable	833	I	Low	Low	Poor Regional Location & Access	Poor Regional Location & Access	Water Supply	N.I.	N.I.	Good	N.I.	N.I.			
Smithsburg	Old	2	Growing	671	I	Low	Low	Poor Regional Location & Access	Poor Regional Location & Access	N.I.	N.I.	Suburban Housing	Good	N.I.	N.I.			
Williamsport	Old	3	Growing	2,270	I	Low	Low	Proximity To Regional Center	Land Development Constraint	N.I.	Little Vacant Land	Recreation Facilities Associated With Private Industry Development of C & O Canal	Good	N.I.	N.I.			

APPENDIX F

1973 FEDERAL GRANTS-IN-AID
AWARDED IN MARYLAND BY COUNTY

FEDERAL GRANTS-IN-AID

AWARDED IN ALLEGANY COUNTY

FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$3,667,300	\$ 0	\$ 0	\$ 0	\$3,667,300
Health and Hospitals	\$ 206,761	\$ 6,175	\$ 12,050	\$ 76,758	\$ 301,744
Education	\$ 232,637	\$ 0	\$123,764	\$ 0	\$ 356,401
Recreation and Parks	\$ 91,379	\$46,389	\$ 44,989	\$ 0	\$ 182,757
Urban and Economic Development and Housing	\$ 161,841	\$ 0	\$ 0	\$ 0	\$ 161,841
Economic Opportunity	\$ 179,036	\$ 0	\$ 12,359	\$ 26,000	\$ 217,395
Defense	\$ 80,062	\$ 1,303	\$ 18,758	\$ 0	\$ 40,123
Total Federal Grants-in-Aid	\$4,559,016	\$53,867	\$211,920	\$102,758	\$4,927,561

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN ANNE ARUNDEL COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		<u>Total</u>
			<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 8,268,067	\$ 0	\$ 0	\$ 0	\$ 8,268,067
Health and Hospitals	\$ 777,858	\$ 2,000	\$294,004	\$18,750	\$ 1,092,612
Education	\$ 4,006,724	\$ 0	\$ 74,760	\$ 0	\$ 4,081,484
Recreation and Parks	\$ 378,114	\$200,510	\$172,600	\$ 0	\$ 751,224
Urban and Economic Development and Housing	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Economic Opportunity	\$ 180,500	\$ 0	\$ 0	\$40,800	\$ 221,300
Defense	\$ 5,346	\$ 2,766	\$ 2,579	\$ 0	\$ 10,691
Total Federal Grants-in-Aid	\$13,616,609	\$205,276	\$543,943	\$59,550	\$14,425,378

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN BALTIMORE CITY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Corrections and Public Safety					
Public Works	\$22,707,000	\$ -0-	\$10,317,000	\$ -0-	\$ 33,024,000
Health and Hospitals	\$19,560,910	\$2,785,323	\$ 5,009,121	\$7,734,030	\$ 35,089,204
Education	\$ 6,070,613	\$ -0-	\$ 267,464	\$ 221,277	\$ 6,559,354
Recreation and Parks	\$ 83,348	\$ 66,240	\$ 13,778	\$ -0-	\$ 163,366
Urban and Economic Development and Housing	\$10,526,038	\$ -0-	\$ 264,236	\$ 4,000	\$ 10,794,274
Economic Opportunity	\$14,399,472	\$ -0-	\$ 1,065,724	\$1,918,561	\$ 17,383,757
Defense	\$ 12,914	\$ 6,429	\$ 6,484	\$ -0-	\$ 25,827
Total Federal Grants-in-Aid	\$73,360,295	\$2,857,992	\$16,943,807	\$9,877,868	\$103,039,962

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN BALTIMORE COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 1,385,150	\$ -0-	\$ -0-	\$ -0-	\$ 1,385,150
Health and Hospitals	\$ 557,337	\$ 265,421	\$ 1,100	\$ 58,545	\$ 882,403
Education	\$ 2,531,977	\$ -0-	\$ 97,211	\$ -0-	\$ 2,629,188
Recreation and Parks	\$ 51,700	\$ 14,421	\$ 14,421	\$ -0-	\$ 80,542
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$ 804,357	\$ -0-	\$ 81,760	\$ 28,963	\$ 915,080
Defense	\$ 5,551	\$ 2,775	\$ 2,775	\$ -0-	\$ 11,101
Total Federal Grants-in-Aid	\$ 5,336,072	\$ 282,617	\$ 197,267	\$ 87,508	\$ 5,903,464

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN CALVERT COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		
			<u>Local Funds</u>	<u>Other Funds</u>	<u>Total</u>
Public Works	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Health and Hospitals	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Education	\$110,204	\$ 0	\$ 0	\$ 0	\$110,204
Recreation and Parks	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Urban and Economic Development and Housing	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Economic Opportunity	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Defense	\$ 252	\$126	\$126	\$ 0	\$ 504
Total Federal Grants-in-Aid	\$110,456	\$126	\$126	\$ 0	\$110,708

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN CAROLINE COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Contributions</u>				<u>Total</u>
	<u>Federal Funds</u>	<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$106,419	\$ -0-	\$-3,277	\$-0-	\$103,142
Health and Hospitals	\$ -0-	\$ -0-	\$ -0-	\$-0-	\$ -0-
Education	\$ -0-	\$ -0-	\$ -0-	\$-0-	\$ -0-
Recreation and Parks	\$ 36,698	\$18,619	\$18,078	\$-0-	\$ 73,395
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$-0-	\$ -0-
Economic Opportunity	\$ -0-	\$ -0-	\$ -0-	\$-0-	\$ -0-
Defense	\$ 1,161	\$ 205	\$ 905	\$-0-	\$ 2,321
Total Federal Grants-in-Aid	\$144,278	\$18,874	\$15,706	\$-0-	\$178,858

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN CARROLL COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		<u>Total</u>
			<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$4,071,306	\$20,289	\$621,861	\$ -0-	\$4,713,456
Health and Hospitals	\$ 114,858	\$ 8,873	\$ -0-	\$10,070	\$ 133,801
Education	\$ 125,252	\$ -0-	\$ 10,327	\$ -0-	\$ 135,579
Recreation and Parks	\$ 47,385	\$23,692	\$ 23,692	\$ -0-	\$ 94,769
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Defense	\$ 887	\$ 45	\$ 45	\$ 797	\$ 1,774
Total Federal Grants-in-Aid	\$4,359,688	\$52,899	\$655,925	\$10,867	\$5,079,379

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID

AWARDED IN CECIL COUNTY

FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>			<u>Total</u>
			<u>Local Funds</u>	<u>Other Funds</u>	<u>Total</u>	
Public Works						
Health and Hospitals	\$ 7,290	\$ -0-	\$ -0-	\$ -0-		\$ 7,290
Education	\$330,383	\$ -0-	\$ -0-	\$ -0-		\$330,383
Recreation and Parks	\$ -0-	\$ -0-	\$ -0-	\$ -0-		\$ -0-
Urban and Economic Development and Housing	\$ 15,475	\$15,475	\$ -0-	\$ -0-		\$ 30,950
Economic Opportunity	\$ -0-	\$ -0-	\$ -0-	\$ -0-		\$ -0-
Defense	\$ 200	\$ 100	\$100	\$ -0-		\$ 400
Total Federal Grants-in-Aid	\$353,348	\$15,575	\$100	\$ -0-		\$369,023

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID

AWARDED IN CHARLES COUNTY

FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 748,724	\$ -0-	\$ 275,000	\$ -0-	\$ 1,023,724
Health and Hospitals	\$ 1,512,570	\$ 268,190	\$ 425,000	\$ 1,500,000	\$ 3,705,760
Education	\$ 1,223,802	\$ -0-	\$ -0-	\$ -0-	\$ 1,223,802
Recreation and Parks	\$ 362,030	\$ 75,425	\$ 75,425	\$ -0-	\$ 512,880
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Defense	\$ 9,614	\$ 327	\$ 9,287	\$ -0-	\$ 19,228
Total Federal Grants-in-Aid	\$ 3,856,740	\$ 343,942	\$ 784,712	\$ 1,500,000	\$ 6,485,394

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN DORCHESTER COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 10,000	\$ -0-	\$ -0-	\$ -0-	\$ 10,000
Health and Hospitals	\$ 50,822	\$ -0-	\$ -0-	\$ -0-	\$ 50,822
Education	\$263,799	\$ -0-	\$20,225	\$ -0-	\$284,024
Recreation and Parks	\$ 11,325	\$8,760	\$ 2,565	\$ -0-	\$ 22,650
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$163,590	\$ -0-	\$ -0-	\$22,530	\$186,120
Defense	\$ 871	\$ 435	\$ 435	\$ -0-	\$ 1,741
Total Federal Grants-in-Aid	\$500,407	\$9,195	\$23,225	\$22,530	\$555,357

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID

AWARDED IN FREDERICK COUNTY

FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 464,350	\$ -0-	\$ -0-	\$ -0-	\$ 464,350
Health and Hospitals	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Education	\$ 585,301	\$ -0-	\$ 27,337	\$ -0-	\$ 612,638
Recreation and Parks	\$ 54,374	\$ 35,170	\$ 18,775	\$ 427	\$ 108,746
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$ 218,201	\$ 1,085	\$ 22,962	\$ -0-	\$ 242,248
Defense	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Total Federal Grants-in-Aid	\$ 1,322,226	\$ 36,255	\$ 69,074	\$ 427	\$ 1,427,982

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN GARRETT COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 511,375	\$ -0-	\$ 12,239	\$ -0-	\$ 523,614
Health and Hospitals	\$ 103,720	\$52,067	\$ 45,764	\$ -0-	\$ 201,551
Education	\$ 138,398	-0-	\$ 41,760	-0-	\$ 180,158
Recreation and Parks	\$ 537,458	\$ -0-	\$307,500	\$ -0-	\$ 844,958
Urban and Economic Development and Housing	\$ 109,884	\$ -0-	\$ -0-	\$27,471	\$ 137,355
Economic Opportunity	\$ 196,500	\$ -0-	\$ -0-	\$22,040	\$ 218,450
Defense	\$ 5,684	\$ -0-	\$ 5,687	\$ -0-	\$ 11,374
Total Federal Grants-in-Aid	\$1,603,022	\$52,067	\$412,950	\$49,511	\$2,117,550

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN HARFORD COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		<u>Total</u>
			<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 711,550	\$ -0-	\$ -0-	\$ -0-	\$ 711,550
Health and Hospitals	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Education	\$1,570,835	\$ -0-	\$ -0-	\$ -0-	\$1,570,835
Recreation and Parks	\$ 116,149	\$111,701	\$ 4,448	\$ -0-	\$ 232,298
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$ 123,770	\$ -0-	\$21,852	\$ -0-	\$ 145,622
Defense	\$ 5,364	\$ 2,682	\$ 2,681	\$ -0-	\$ 10,727
Total Federal Grants-in-Aid	\$2,527,668	\$114,383	\$28,981	\$ -0-	\$2,671,032

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN HOWARD COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 218,850	\$ 0	\$ 0	\$ 0	\$ 218,850
Health and Hospitals	\$ 20,000	\$ 0	\$ 0	\$ 0	\$ 20,000
Education	\$1,902,913	\$524,000	\$ 72,781	\$ 524,000	\$ 3,023,694
Recreation and Parks	\$ 307,102	\$ 54,492	\$ 153,560	0	\$ 515,154
Urban and Economic Development and Housing	\$ 57,000	\$ 0	\$ 0	\$ 14,250	\$ 71,250
Economic Opportunity	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Defense	\$ 3,064	\$ 1,532	\$ 707	\$ 825	\$ 6,128
Total Federal Grants-in-Aid	\$2,508,929	\$580,024	\$ 227,048	\$ 539,075	\$ 3,855,076

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID

AWARDED IN KENT COUNTY

FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		
			<u>Local Funds</u>	<u>Other Funds</u>	<u>Total</u>
Public Works	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Health and Hospitals	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Education	\$ 4,052	\$ -0-	\$ -0-	\$ -0-	\$ 4,052
Recreation and Parks	\$18,824	\$ -0-	\$ -0-	\$ -0-	\$18,824
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Defense	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Total Federal Grants-in-Aid	\$22,876	\$18,824	\$ -0-	\$ -0-	\$41,700

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN MONTGOMERY COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works					
Health and Hospitals	\$ 49,100	\$ 10,823	\$ 513,075	\$ 0	\$ 572,998
Education	\$5,845,417	\$ 0	\$1,979,181	\$ 1,875	\$7,826,473
Recreation and Parks	\$ 531,086	\$226,817	\$ 227,848	\$ 0	\$ 985,751
Urban and Economic Development and Housing	\$ 73,039	\$ 0	\$ 0	\$ 7,760	\$ 80,799
Economic Opportunity	\$ 325,795	\$ 18,131	\$ 100,764	\$ 5,869	\$ 450,559
Defense	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Total Federal Grants-in-Aid	\$6,824,437	\$255,771	\$2,820,868	\$15,504	\$9,916,580

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN PRINCE GEORGE'S COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		<u>Total</u>
			<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 20,298,000	\$ 0	\$ 0	\$ 0	\$ 20,298,000
Health and Hospitals	\$ 361,054	\$ 996,447	\$ 151,584	\$ 1,325,935	\$ 2,835,020
Education	\$ 10,242,110	\$ 0	\$ 135,219	\$ 0	\$ 10,377,329
Recreation and Parks	\$ 327,930	\$ 0	\$ 0	\$ 0	\$ 327,930
Urban and Economic Development and Housing	\$ 4,859,028	\$ 0	\$ 0	\$ 36,000	\$ 4,895,028
Economic Opportunity	\$ 834,663	\$ 0	\$ 100,544	\$ 0	\$ 935,207
Defense	\$ 2,700	\$ 1,236	\$ 1,464	\$ 0	\$ 5,400
Total Federal Grants-in-Aid	\$ 36,925,485	\$ 997,683	\$ 388,811	\$ 1,361,935	\$ 39,673,914

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID

AWARDED IN QUEEN ANNE'S COUNTY

FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$9,602	\$-0-	\$4,352	\$-0-	\$13,954
Health and Hospitals	\$ -0-	\$-0-	\$ -0-	\$-0-	\$ -0-
Education	\$ -0-	\$-0-	\$ -0-	\$-0-	\$ -0-
Recreation and Parks	\$ -0-	\$-0-	\$ -0-	\$-0-	\$ -0-
Urban and Economic Development and Housing	\$ -0-	\$-0-	\$ -0-	\$-0-	\$ -0-
Economic Opportunity	\$ -0-	\$-0-	\$ -0-	\$-0-	\$ -0-
Defense	\$ -0-	\$-0-	\$ -0-	\$-0-	\$ -0-
Total Federal Grants-in-Aid	\$9,602	\$-0-	\$4,352	\$-0-	\$13,954

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN SOMERSET COUNTY

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Health and Hospitals	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Education	\$162,705	\$ 0	\$ 45,484	\$ 0	\$ 208,189
Recreation and Parks	\$ 350	\$350	\$ 0	\$ 0	\$ 700
Urban and Economic Development and Housing	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Economic Opportunity	\$246,500	\$ 0	\$ 8,390	\$66,820	\$ 321,710
Defense	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Total Federal Grants-in-Aid	\$409,555	\$350	\$ 53,874	\$66,820	\$530,599

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN ST. MARY'S COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		<u>Total</u>
			<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 1,232,092	\$ 11,457	\$ 4,275	\$ 0	\$ 1,247,824
Health and Hospitals	\$ 175,000	\$ 60,468	\$ 117,735	\$ 0	\$ 353,203
Education	\$ 744,396	\$ 0	\$ 0	\$ 0	\$ 744,396
Recreation and Parks	\$ 149,289	\$ 75,187	\$ 74,101	\$ 0	\$ 298,577
Urban and Economic Development and Housing	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Economic Opportunity	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Defense	\$ 4399	\$ 924	\$ 3,474	\$ 0	\$ 8,797
Total Federal Grants-in-Aid	\$ 2,305,176	\$ 148,036	\$ 199,585	\$ 0	\$ 2,652,797

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID

AWARDED ON TALBOT COUNTY

FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Health and Hospitals	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Education	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Recreation and Parks	\$12,043	\$11,117	\$ 926	\$ 0	\$24,086
Urban and Economic Development and Housing	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Economic Opportunity	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Defense	\$ 1,873	\$ 936	\$ 936	\$ 0	\$ 3,745
Total Federal Grants-in-Aid	\$13,916	\$12,053	\$1,862	\$ 0	\$27,831

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN WASHINGTON COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>State Funds</u>	<u>Contributions</u>		<u>Total</u>
			<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 258,750	\$ 0	\$ 0	\$ 0	\$ 258,750
Health and Hospitals	\$ 69,177	\$ 0	\$ 10,693	\$ 6,555	\$ 86,425
Education	\$ 689,697	\$ 0	\$ 56,141	\$ 0	\$ 745,838
Recreation and Parks	\$ 229,610	\$ 105,942	\$ 123,668	\$ 0	\$ 459,220
Urban and Economic Development and Housing	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Economic Opportunity	\$ 643,719	\$ 0	\$ 65,193	\$ 0	\$ 708,912
Defense	\$ 517	\$ 258	\$ 258	\$ 0	\$ 1,033
Total Federal Grants-in-Aid	\$ 1,891,470	\$ 106,200	\$ 255,953	\$ 6,555	\$ 2,260,178

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN WICOMICO COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Federal Funds</u>	<u>Contributions</u>			<u>Total</u>
		<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Health and Hospitals	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Education	\$ 41,475	\$ 0	\$ 0	\$ 0	\$ 41,475
Recreation and Parks	\$ 13,890	\$ 7,787	\$ 6,102	\$ 0	\$ 27,779
Urban and Economic Development and Housing	\$ 46,896	\$ 23,448	\$ 23,448	\$ 0	\$ 93,792
Economic Opportunity	\$ 1,941	\$ 0	\$ 0	\$ 0	\$ 1,941
Defense	\$ 3,391	\$ 1,694	\$ 1,694	\$ 0	\$ 6,779
Total Federal Grants-in-Aid	\$ 107,593	\$ 32,929	\$ 31,244	\$ 0	\$ 171,766

Source: Department of State Planning.

FEDERAL GRANTS-IN-AID
AWARDED IN WORCESTER COUNTY
FISCAL YEAR ENDING JUNE 30, 1973

<u>Category</u>	<u>Contributions</u>				<u>Total</u>
	<u>Federal Funds</u>	<u>State Funds</u>	<u>Local Funds</u>	<u>Other Funds</u>	
Public Works	\$171,150	\$ -0-	\$54,375	\$-14,375	\$211,150
Health and Hospitals	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Education	\$ 33,571	\$ -0-	\$ -0-	\$ -0-	\$ 33,571
Recreation and Parks	\$ 3,572	\$1,786	\$ 1,786	\$ -0-	\$ 7,144
Urban and Economic Development and Housing	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Economic Opportunity	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
Defense	\$ 1,539	\$ 769	\$ 769	\$ -0-	\$ 3,077
Total Federal Grants-in-Aid	\$209,832	\$2,555	\$56,930	\$-14,375	\$254,942

Source: Department of State Planning.

APPENDIX G

HIGHLIGHTS OF THE HOUSING AND
COMMUNITY DEVELOPMENT ACT OF 1974

HOUSING AND COMMUNITY DEVELOPMENT ACT OF 1974

Signed by President Ford in late summer, this law affects most existing Federal programs in the area of housing and community development. For the purpose of this study the most significant part of the Act is Title I, providing for formula block grants to community for community development activity. Title I replaces the following categorical programs:

- Open space, urban beautification and historic preservation grants
- Public facility loans
- Water, sewer and neighborhood facilities grants
- Urban renewal and NDP grants
- Model cities supplemental grants
- Rehabilitation loans

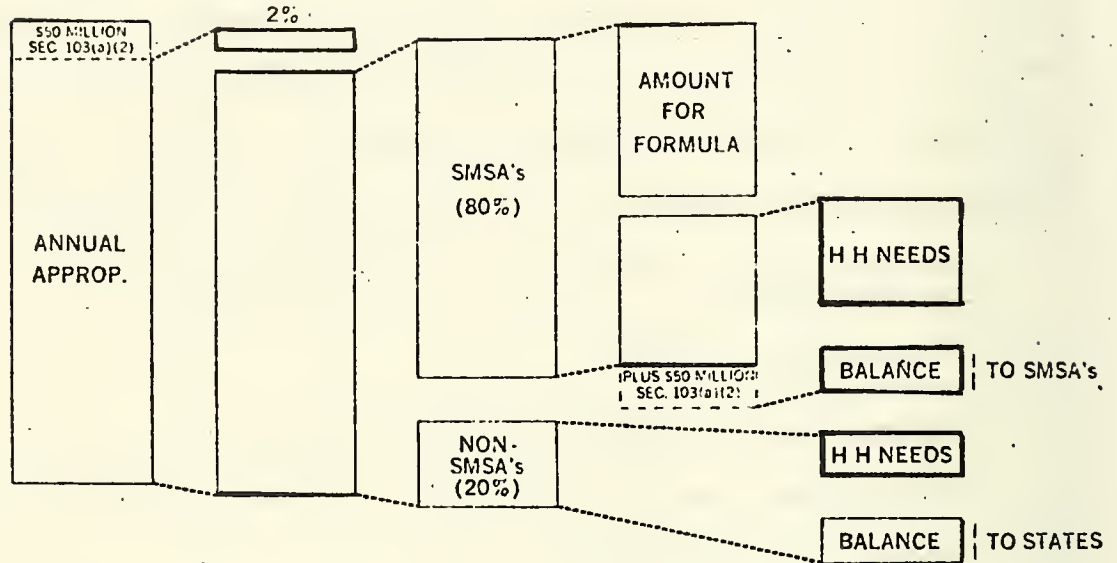
However, specific activities for which the block grant funds may be used are basically the same as those authorized under the cancelled programs. The most important changes resulting from Title I, when compared with the categorical programs it replaces, seem to be along the following lines:

- Change in total volume of funds available
- Change in distribution of funds among communities
- Simplification of procedures required on the part of communities in order to obtain funds -- especially "entitlement communities"
- Greater program flexibility and discretion at the community level

The procedure for allocating funds under Title I is illustrated by figure 1 on the following page. Complex formulas determine basic entitlements for large cities and "urban counties", and 'hold harmless' entitlements

FIGURE I

TITLE I SEQUENCE OF FUND ALLOCATION PROCESS - SECTION 106



CREATE	ALLOCATE	DETERMINE	SATISFY
"SPECIAL"	AMONG	PROPOR-	HOLD HARMLESS
FUND FOR	BASIC	TION TO BE	NEEDS-
SECRETARY	GEOGRAPH-	ALLOCATED	(BALANCES FORM
(SECTION	IC	TO ENTITLE-	DISCRETIONARY
107)	AREAS	MENT	FUNDS)
		COMMUNI-	
		TIES	

ments for large cities and "urban counties", and "hold harmless" entitlements of funds for communities funded under the cancelled categorical programs and who's formula entitlement is less than their funding level under the old programs. Hold harmless entitlements end with fiscal year 1979, leaving only formula entitlements after that time.

Funds remaining after formula and "hold harmless" entitlements are met go into a "discretionary funds" category. There are two important classes of discretionary funds -- one for SMSA's and the other to non-metropolitan areas. Within these categories, a specific amount is allocated to each SMSA and to each state for use in non-metropolitan areas (but this does not mean that state governments are involved -- simply that allocations for non-metropolitan areas are on a state-by-state basis). Allocation of discretionary funds is on a competitive basis among those communities that make application. Allocation among applicants will be based on a formula similar to those used to determine entitlements, and therefore will be in some sense proportional to "need".

Entitlements under Title I through FY 80 are shown for Maryland in Table on the following page. A major difficiency of this table is that it does not account for allocations to "urban counties" because these have not yet been defined, although the only counties in Maryland that fit the basic population criterion for "urban counties" are:

- Baltimore County
- Anne Arundel
- Montgomery
- Prince Georges

According to information provided by the House Committee on Banking and Currency, eventual allocations to "urban counties" will affect SMSA

discretionary funds but will not affect non-metropolitan discretionary funds.

In terms of total funding level in Maryland, annual funds under Title I range from \$45 million and \$52 million per year, peaking in FY 76. Baltimore City is the only jurisdiction in the state with a basic formula entitlement (aside from any "urban counties" that may eventually qualify). All of the other jurisdictions identified in Table receive gradually decreasing "hold harmless" entitlements through FY 79. This means that the real impact of the program will depend primarily on the eventual distribution of discretionary funds allocated to the three SMSA's and the non-metropolitan area of the State.

The response of units of local government to the distribution of discretionary funds will be interesting: HUD has not yet announced application procedures for discretionary funds, but it seems possible that a sort of "Oklahoma Land Rush" situation might develop since the discretionary funds will be distributed only among those who make application. One tool of State Planning policy that may evolve here is for the State to provide intensive technical assistance to selected communities in the development of their applications for discretionary funds, so long as those applications embody State planning policies.

COMMUNITY DEVELOPMENT FUNDS ALLOCATION

IN MARYLAND

STATE: MARYLAND		DOLLARS IN THOUSANDS						SIX YEARS TOTAL
		FISCAL YEAR '75 ENTL'YMT E13	FISCAL YEAR '76 ENTL'YMT	FISCAL YEAR '77 ENTL'YMT	FISCAL YEAR '78 ENTL'YMT	FISCAL YEAR '79 ENTL'YMT	FISCAL YEAR '80 ENTL'YMT	
TOTAL FUNDS WITHIN STATE		46,704	92,092	47,254	45,612	46,733	47,835	287,222
METROPOLITAN AREAS	PRIOR PROGRAM LEVEL E23							
SMSA: BALTIMORE								
MUNICIPALITIES AND COUNTIES								
ANNAPOLIS	936	936	936	936	629	312		3,774
BALTIMORE CITY CC	32,722	37,722	30,848	29,015	23,989	20,342	14,585	155,404
DISCRETIONARY BALANCE E33		1,533	5,970	2,961	7,116	9,658	11,742	38,700
SMSA: WASH DC-WA-WO								
MUNICIPALITIES AND COUNTIES								
COLLEGE PARK	581	581	581	541	367	194		2,324
COLMAN PARK	597	597	597	597	390	199		2,384
ELEHARDEN	791	791	791	791	999	297		3,664
ROCKVILLE	1,563	1,563	1,563	1,563	1,042	521		6,252
MONTGOMERY COUNTY	1,096	1,096	1,096	1,096	721	365		4,384
PRINCE GEORGES COUNTY	4,563	4,562	4,562	4,276	2,969	1,043		18,912
DISCRETIONARY BALANCE E33		117	419	227	2,847	7,096	11,430	22,634
SMSA: WILMINGTON DEL								
MUNICIPALITIES AND COUNTIES								
ELRTON	18	18	18	16	12	6		72
DISCRETIONARY BALANCE E33		92	326	179	440	629	771	2,439
NON-METROPOLITAN AREAS								
MUNICIPALITIES AND COUNTIES								
CAPRIEDGE	90	90	90	90	60	30		340
CUMBERLAND	2,216	2,216	2,216	2,216	1,477	739		8,844
SALISBURY	62	62	62	62	41	21		244
DISCRETIONARY BALANCE E33		1,780	2,547	2,676	3,990	4,183	4,827	14,501

- 1/ Funds to be available January 1, 1973, if application is approved. If application is not yet approved, advance of up to 10% of funds would be available on request, amount for any recipient would be reduced to the extent such recipient used FY '75 renewal or model cities funds.
- 2/ Includes, generally, average categorical funding FY 6A through FY '72. See introduction for details of composition.
- 3/ Does not include: A) Transition funds for each of first 3 years to meet urgent needs, or B) the HUD Secretary's discretionary fund. (See introduction for details on amount of these funds and eligibility for application).
- 3/ Fifth year of model cities funding included.

Source: House Committee on Banking and Currency.



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UNIV. OF MD. COLLEGE PARK

DO NOT CIRCULATE

